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ABSTRACT

This journal contains articles and materials to help teachers instruct students about U.S. historical and cultural heritage. Articles and materials are: "The National Register of Historic Places Today" (C. D. Shull); "The (Economic) Value of National Register Listing" (D. D. Rypkema); "The National Register and Heritage Areas" (B. Barrett); "Heritage Tourism" (C. M. Hargrove); "National Register's Role in BLM's Cultural Heritage Program" (K. Winthrop); "HABS/HAER and the National Register--A Symbiotic Relationship" (C. LaVoie); "Integration Is the Key" (J. H. Sprinkle, Jr.); "National Register--A Road Map to Preserving Sense of Place" (F. L. Oaks); "How a Florida CLG Uses the National Register" (J. S, Matthews; B. Jeffrey; R. D. Smith); "Boom Times in Colorado and Their Effect on the National Register" (M. Wolfe); "Cultural Landscapes and the National Register" (C. Goetcheus); "Georgia's Agricultural Heritage and the National Register" (D. P. Messick; J. W. Joseph); "Documenting Minnesota's Agricultural Heritage--The Nansen Historic District" (D. Gimmestad); "Multiple Property Documentation for Planning and Interpreting Archeological Resources" (E. M. Seibert); "Historic Residential Suburbs in the National Resources" (L. F. McClelland); "Public Housing in the United States, 1933-1949" (P. R. Lusignan); "Using the National Register as a Teaching Tool" (W. B. Morton III); "Spreading the Word--Fulfilling the National Register's Mission Online" (B. L. Savage); "Taking It on the Road--National Register Documentation Becomes Available over the Internet" (S. D. Pope); "Researchers Take Advantage of the National Register Collection" (R. Quaide and H. Cushman); "Section 106 and the National Register" (T. H. Klein); "Discover Our Shared Heritage" (P. Andrus); and "Placing Students in the Past To Understand the Present" (B. M. Boland). (BT)

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ED 464 874

The National Register of Historic Places.

Robert M. Greenberg, Editor

Cultural Resource Management
Volume 25 Number 1 2002

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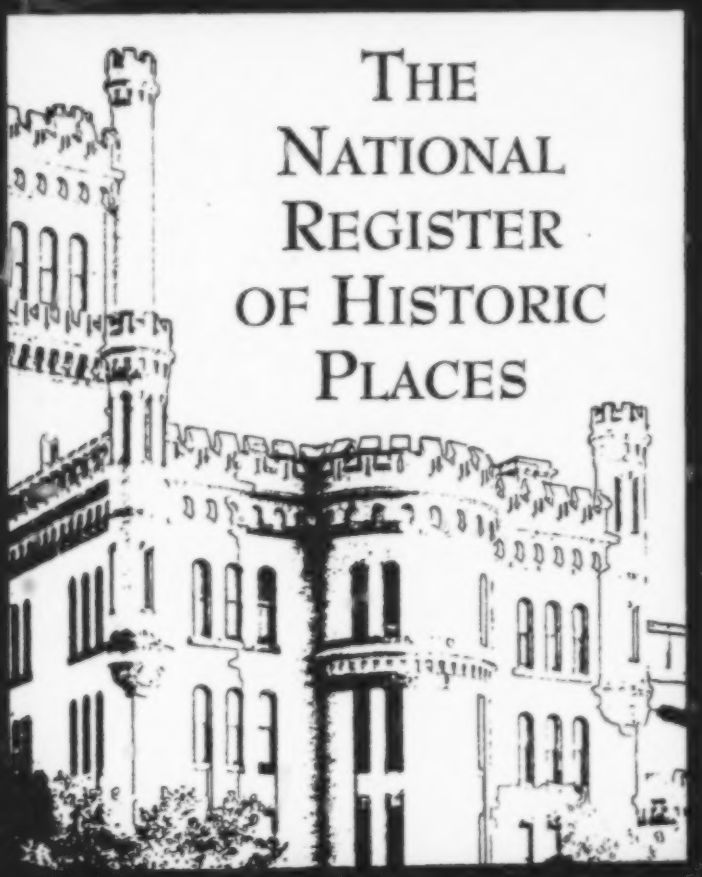
The National Register of Historic Places



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National Park Service
Cultural Resources

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Information for parks, federal agencies, Indian tribes, states, local governments, and the private sector that promotes and maintains high standards for preserving and managing cultural resources

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Cover: clockwise from top left, National Register brochure cover, Cranston Street Armory, Providence, Rhode Island, photo by Jack E. Boucher, HABS; Lolo Trail, Nez Perce National Historical Park, Lolo Hot Springs vicinity, Idaho, NHL collection; Philadelphia Toboggan Company Carousal #6, Burlington, Colorado, NHL collection; Madison Historic District, Madison Indiana, photo by Jack E. Boucher, HABS; Windsor Covered Bridge, Windsor, Vermont, NHL collection.

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Carol D. Shull

The National Register of Historic Places Today

Our National Register of Historic Places is recognizing what Americans value. Never has that heritage seemed more precious. This *CRM* is an update on how we collectively use the National Register to identify and preserve historic places and, equally as important, to learn from and incorporate them into the life of our communities. Some of our partners provide examples of the role the National Register plays in addressing continually evolving preservation challenges, and the National Register staff writes about what the National Park Service (NPS) is doing to help.

The statistics in the accompanying box are enlightening, but the articles better illustrate the impact and the forward thinking adaptability with which the National Register is wielded to serve a variety of purposes. Lawerence Oaks, the Texas State Historic Preservation Officer, says that "All valuing decisions are made with the National Register as a departure point in assessing relative importance" and goes on to describe how Texas is encouraging "mom-and-pop" nominations and reaching out to Hispanics and African Americans. The increasing number of listings and determinations of eligibility associated with diverse cultural groups and the participation of American Indian tribes, evaluating the eligibility of the places they value, are healthy signs that the National Register is becoming more representative of the contributions of all our people, as it should be.

The number of rehabilitation projects taking advantage of federal preservation tax incentives and the Save America's Treasures grants, available through the Historic Preservation Fund (HPF) over the last several years and other funding from the HPF, have provided modest but critically needed support to preserve registered historic places. In addition, many states have their own grant and tax incentives for National Register properties. In Texas, the National Register serves as the threshold for eligibility for a wide variety of preservation tools and in Colorado, Mark Wolfe describes how it provided the model for the state register.

The National Register sets standards and develops guidelines and a variety of models and demonstration products that can be adapted and used throughout the nation. Dennis Gimmestad explains how the National Register Bulletin on

The National Register as a Tool for Recognition, Planning, Preservation, and Public Education

Listings—about 74,000 listings including some 1.2 million significant sites, buildings, structures, and objects.

American Indian tribes formally participating in the national preservation program—31.

Certified Local Governments (CLGs) participating in the program—1,297.

Federal projects reviewed by state historic preservation offices for their potential impacts on National Register listed or eligible properties—100,273.

Opinions on the eligibility of properties for the National Register provided annually by states to federal agencies under section 106 of the National Historic Preservation Act—currently about 57,000.

Properties rehabilitated using the federal preservation tax incentives—about 29,000 properties, representing a private investment of about $25 billion.

Average number of visitors to the National Register's web site—50,000 visitors per week or 2.6 million visitors a year.

(November 2001 statistics.)

rural historic landscapes demonstrated the viability of the rural historic district concept and spurred Minnesota to broaden its efforts to survey and nominate Minnesota's vast agricultural heritage to the National Register. Cari Goetcheus of the NPS' Park Cultural Landscapes Program points to several National Register Bulletins that have furthered the recognition of historic landscapes. Another article introduces the upcoming National Register Bulletin on American suburbs. Catherine LaVoie discusses how the Historic American Buildings Survey and Historic American Engineering Record use National Register documentation and contribute new documentation to register additional properties, forming a symbiotic relationship that should be expanded as they initiate the new Historic American Landscape Survey.

For some time, the National Register has been recommending the development of historic contexts and accepting multiple property nominations. The information is so useful that the NPS is digitizing the more than 1,700 cover forms in the National Register files to make them available to the public on our web site as the first step in digitizing the entire National Register collection. In a testimony to the utility of this approach, the Georgia Department of Transportation, Federal Highway Administration, and State Historic Preservation Office are partnering to prepare a context for evaluating Georgia's historic agricultural heritage. Kathryn Winthrop of the Bureau of Land Management (BLM) says the development of historic contexts, inherent in the National Register nomination process, as well as the integrity assessments for specific properties, provide significant organizing frameworks for BLM's management of cultural resources. The NPS' National Historic Landmarks Survey has adopted the multiple property format for theme studies such as those on the Underground Railroad and the Racial Desegregation of Public Education in the United States. In another example, the Department of Housing and Urban Development has partnered with the National Conference of State Historic Preservation Officers (NCSHPO) and the National Register to produce a context study on public housing. The multiple property model has also proven useful in increasing the visibility of archeological sites and for planning and interpretation.

The National Register can contribute to the economic vitality of communities. Donovan Rypkema's article explains how listing in the National Register can work as a catalyst to add value to properties and Cheryl Hargrove discusses heritage tourism as one of the fastest growing niches in the travel industry today and how the National Register plays a role. The *Discover Our Shared Heritage* travel itinerary series, sponsored by the National Register in cooperation with NCSHPO and communities and organizations throughout the nation, provides itineraries that showcase registered historic places to help travelers plan future trips.

Local governments and heritage areas and corridors, striving for community vitality and smart growth, are using the National Register. I was pleased to read what some mayors had to say in the National Trust for Historic Preservation's Fall 2001, *Forum Journal*. In one article, Chicago Mayor Richard M. Daley describes how historic buildings are an essential part of the city's approach to economic development and how National Register listing and the federal tax incentives have been used as tools. He cites the city's initiative to get the core of the downtown, the Loop Retail Historic District, listed in the National Register as an economic development and marketing tool. We are supporting Chicago's efforts with a National Register travel itinerary and a Teaching with Historic Places lesson plan featuring registered historic properties in the Black Metropolis, an area that attests to the important role African Americans play in Chicago history. I was gratified when the mayor cited the historic buildings there as leading the revitalization underway in this commercial corri-

The Otis Terminal Warehouse, listed as part of the Cleveland Warehouse District, is a recently completed federal rehabilitation tax incentive project. Photo courtesy Sandwick Architects.

A National Historic Landmark, Orchard House in Concord, Massachusetts, was the home of Louisa May Alcott. Orchard House received a Save America's Treasures Grant, administered by NPS, for restoration and repair. Orchard House is also featured in the National Register Web travel itinerary, Places Where Women Made History. Photo courtesy Louisa May Alcott Memorial Association.

dor. In another article, Mayor Michael R. White explains how Cleveland has used registration to help fuel its comeback, supporting what Hunter Morrison of the City of Cleveland Planning Office said in our video, "I don't think without the designation of the National Register warehouse district we could have gotten the investor interest and the interest of public officials in taking a bunch of old buildings that people were knocking down for parking lots and turning them into a vibrant retail, residential, and office district."

In this issue of *CRM*, Florida's State Historic Preservation Officer, Janet Matthews, co-authors an article with Bob Jeffrey and Rick Smith of St. Petersburg's Urban Design and Historic Preservation Program. St. Petersburg is promoting National Register districts to build a bigger constituency for historic preservation while minimizing the political controversy surrounding local designation. The authors point out that often National Register nominations produce the only written history of a place. Brenda Barrett explores how the National Register can help heritage areas build a constituency for the past and lay a foundation for using heritage assets to create a viable new economy.

Professor Brown Morton of Mary Washington College writes that "From the moment the program was put in place the National Register became a national teaching tool." He and his colleagues incorporate what it has to teach into the curriculum to prepare their students for work in the preservation field. The National Register employs interns every year through the National Council for Preservation Education and the National Park Service Cultural Resources Diversity Internship Program and offers additional internships that train students who receive credit from a variety of schools. Tania Uriarte-Méndez, a law student from Puerto Rico and one of our diversity interns in summer 2001, worked with the National Register primarily with our Teaching with Historic Places program. She made a big contribution by translating into Spanish both the new National Register brochure and our lesson plan on the forts of old San Juan. The National Register's Teaching with Historic Places lesson plan series aims at using registered historic places to enhance the instruction of traditional academic subjects, but its underlying goal is to educate young Americans to appreciate and be good stewards of our heritage. Educating all Americans about the value of historic places is fundamental to the purpose of the National Register.

All of us are using new technologies to improve our services and expand public outreach, and the National Register is no exception. We have been amazed at how the Internet has revolutionized our ability to reach the public and never dreamed our web site would receive some 50,000 visitors a week. Articles in this issue of *CRM* provide more information about the National Register online and the latest on the National Register Information System and the National Register Collection.

I want to thank all the authors who contributed to this issue and express our great appreciation to Ron Greenberg, who is stepping down as editor of *CRM* following publication of this issue. Because of Ron's long-time support and leadership, *CRM* has become a highly effective means of communication in historic preservation. I hope the articles in this issue reinforce your belief in the worth of a National Register of Historic Places to recognize our historic treasures and assist in preserving them to enhance the quality of life in our nation and for economic development, but most of all to help us understand and appreciate what it means to be an American.

Carol D. Shull is the Keeper of the National Register of Historic Places and Manager of the National Historic Landmarks Survey, National Park Service, Washington, DC. She is a guest editor of this issue of CRM.

Donovan D. Rypkema

The (Economic) Value of National Register Listing

To ask if properties listed in the National Register of Historic Places have value is to ask a tautological question. Of course they have value or they wouldn't have been listed in the first place. The nomination process to the National Register itself implicitly requires the source and the substantiation of the property's value—architectural, cultural, associative, historical, etc. Further, by implication the National Register property is more valuable on some set of criteria than non-listed properties, otherwise everything would be National Register eligible.

So historic preservation in general and National Register listing in particular doesn't have one value, it has a multitude of values—cultural, environmental, social, educational, aesthetic, historical. The question becomes, "Do these values manifest themselves in economic value?" Let's begin with what we do know, and that is about local designation. Over the last decade a number of analyses have been conducted asking, "What is the impact on property values of local historic districts?" Using a variety of methodologies, conducted by a number of independent researchers, this analysis has been undertaken in New Jersey, Texas, Indiana, Georgia, Colorado, Maryland, North and South Carolina, Kentucky, Virginia, and elsewhere. The results of these studies are remarkably consistent: property values in local historic districts appreciate significantly faster than the market as a whole in the vast majority of cases and appreciate at rates equivalent to the market in the worst case. Simply put—local historic districts enhance property values.

Anecdotally, it has been found that when a local district has the greatest positive impact on property values four variables are usually in place: clear, written design guidelines for the affected properties; staff for the preservation commission; active educational outreach by the staff and commission to property owners, real estate brokers, architects, builders, etc.; and consistent and predictable decisions by the commission.

Since listing in the National Register provides little protection for an individual property, sources of value enhancement created by a local district do not exist. There are, however, at least four situations in which listing in the National Register does often add economic value to the listed properties:

- When the properties are commercial, rather than owner-occupied residential, the eligibility for the Federal Rehabilitation Tax Credit can add economic value to the properties. At a recent symposium funded by the National Park Service and chaired by the Urban Land Institute, some developers noted that in their communities, sellers of unrehabilitated properties were raising the price of listed buildings to reflect the tax credit opportunity potential of the investment.
- In some communities the creation of a National Register district triggers the creation of a corresponding local district. This local district then would provide the protections (and perhaps incentives) as noted above, leading to economic value enhancement.

Listing can add economic value to commercial properties since National Register status is a prerequisite to using the Federal Rehabilitation Tax Credit.

National Register residential neighborhoods may command a premium if local buyers and the real estate community understand and appreciate the significance of designation.

- In real estate markets that have a level of knowledge and sophistication among both real estate professionals and buyers regarding historic properties, National Register listing can have an economic premium attached. How do you know if the local market has reached that point? When the real estate ads say, "This house is located within the XYZ National Register Historic District," or "This house is listed in the National Register." The broker wouldn't pay for the extra lines in the ad if he/she didn't believe that potential buyers responded knowingly and positively to that information.
- A common characteristic of neighborhoods—both residential and commercial—that are seen as places of sound investment is the existence of a strong citizen-based advocacy organization. Often the creation of a National Register district is a catalyst for the creation of such a citizen advocacy group. The group may have been formed for the specific purpose of getting a neighborhood listed, but once that mission is accomplished the organization expands its focus to broader neighborhood advocacy. This can have a positive affect on property values.

But perhaps it makes sense to step back briefly from the specific question, "Does National Register listing add economic value?" to a broader identification of the variables that affect value. In real estate economics there are identified the *Four Forces of Value*, those factors in the marketplace that push the value of a given piece of real estate—historic or otherwise—up or down. Those forces are physical, social, economic, and political. If as preservationists it is our intention to positively influence the value of historic properties it will be necessary to knowledgably bring those forces into play.

The physical force of value is the only one of the four even partially emerging from within the property lines. A leaky roof, the wrong kind of mortar, deteriorating foundation walls, sandblasted bricks are all examples of physical forces that will diminish the economic value of a building. But physical forces beyond the lot lines will also have an impact. The condition of the streets and sidewalks, the proximity of parks, levels of public maintenance, and whether nearby properties are vacant or occupied are all examples of the physical force of value over which the individual property owner has no direct control.

The social force of value is how people understand and attach importance to any given property characteristic. When more people hold historic resources "valuable" by any criteria, there will be a corresponding increase in the economic value of those resources.

The economic force of value is more complex than it may seem. If financing is more difficult to obtain for historic properties than for new properties, there will be a relative adverse impact on historic properties' values. Adaptive re-use of historic properties, when the use for which they were built is no longer in demand, is central to the buildings having economic value. The proposed Historic Homeowners Tax Credit, by adding an economic incentive for re-investment, will add economic value.

The last of the four forces of value is political. To the extent that elected officials and other political decision makers recognize and emphasize the importance of heritage buildings and correspondingly take public policy actions to encourage appropriate rehabilitation, the economic value of historic buildings will increase.

Listing in the National Register of Historic Places does not necessarily add economic value to a given piece of real estate. Rather, National Register status can be an important catalytic tool to utilize all four forces of value. National Register listing is one of a basket of tools that can be used to assure that the economic value of historic preservation takes its rightful place among the multiple values that historic buildings contribute to American communities of every size.

Donovan D. Rypkema is principal in Place Economics, a real estate and economic development firm in Washington, DC.

Photos by the author.

Brenda Barrett

The National Register and Heritage Areas

Listing in the National Register of Historic Places recognizes those buildings, structures, districts, sites, and objects that are important in our nation's history and are worthy of preservation. Over the years, the scope of the National Register has expanded to encompass broader themes and larger geographic areas. However, issues of significance, integrity, and public acceptance have prevented the nomination of large landscapes even when these areas are distinct and definable. A new initiative that develops heritage areas or corridors addresses the recognition of historic regional values.

Heritage areas and corridors designate cultural landscapes in regions that reflect the ongoing interrelationship between people and the land. They are living places where people of today live with the past, sometimes continuing traditional use of the land, but more often adapting the landscape to the needs of a new economy. While many of our landscapes are distinctive and valuable, they only become heritage areas when the local community joins together to recognize the past and develop a plan for its conservation.

Heritage areas and the National Register of Historic Places share common ground. Both have their feet firmly planted in the communities' desire to recognize and preserve the significance of the past. Both designations hope to inspire others to join in this effort, but have no regulatory power to enforce a preservation solution. There are also key differences. Heritage areas and corridors can be very large, encompassing many counties, a whole watershed, and even cross state lines. The boundaries can be based on political units and natural features as well as cultural continuity. The areas may include many features of everyday life that the National Register program would identify as intrusions from shopping malls to industrial parks. They often contain the remnants of many different stories and overlapping periods of history. They are too large and complex to have integrity of place or time. Another major difference is that they recognize the full range of resources including natural features, folklore, artifacts, and recreational opportunities. Finally, heritage areas recognize the significance of what we do today: there is no 50-year waiting period.

The heritage area strategy brings together all levels of government, nonprofit organizations, and the private sector to develop a common agenda based on the special qualities of the region's resources. Heritage areas can be established at the local level or as part of a state or federal system. A National Heritage Area is a place designated by Congress as having a cohesive nationally distinctive landscape with a variety of historic, cultural, and natural resources. These areas receive funding and technical assistance from the National Park Service. To date, there are 23 nationally designated areas with increasing congressional interest in the program (see box).

The National Register is an important tool that can assist communities in identifying, interpreting, and planning for the preservation of the built environment. Some of the partnership opportunities between the two preservation approaches are outlined below.

National Register Standards

National Register nominations provide standardized and accurate information on historic resources in all 50 states and territories. While the listed properties reflect the richness and diversity of our nation, they also meet uniform standards of integrity and significance. Every heritage area is required to prepare a management plan that identifies the regional assets including cultural resources. One of the best sources for this information is found in National Register documentation, available from the National Park Service or from the appropriate state historic preservation office. As the Automobile Heritage Area in Michigan began its planning, an important layer in its geographic information system was the state's list of properties listed and eligible for listing in the National Register.

Heritage areas also use the "seal of approval" that National Register listing conveys to prioritize technical assistance and grant funding. Annie Harris, the executive director of the Essex Heritage Area in Massachusetts, stated, "Our grant program assists organizations that are restoring or interpreting authentic properties that meet the National Register criteria."

National Register Information

Beyond baseline data of a property's existence, significance, and location, National Register nomination forms contain a wealth of historical information on the individual properties or districts. That information can be used to generate brochures, walking tours, interpretive signs, and exhibits. The Delaware and Lehigh National Heritage Corridor in partnership with the National Park Service used information from National Register listed properties in the Corridor to create an online travel itinerary. Visitors can access maps, historic overviews, individual site descriptions, and links to other tourist information from the World Wide Web. Allan Sachse, executive director of the Delaware and Lehigh, has noticed an increase in inquiries about the Corridor generated by the web site. He noted that meeting planners find it particularly useful in planning tours and events. This travel itinerary and others can be seen at <www.cr.nps.gov/nr/travel/>.

Heritage Area Support

Comprehensive historic site survey information is the basic building block of a good National Register program, but completing the work and keeping it up to date is a challenge. Heritage areas need this information to develop management plans for interpretation and preservation. The Quinebaug and Shetucket Rivers Valley National Heritage Corridor made a grant of $30,000 to the Connecticut Historical Commission to complete the historic and architectural survey for six towns in the Corridor. The Commission matched the grant and supervised the survey work to ensure that it met state standards. Most of the heritage areas have matching grants programs that can be used to undertake cultural resource surveys or to prepare National Register nominations.

Heritage Areas and Public Involvement

The preservation of the past depends on people in the community. The primary focus of heritage development is to raise a region's awareness of its heritage and to share the sites, stories and special places with local citizens and the visiting public. Heritage areas and corridors link small historical organizations and historic preservation groups into a framework of regional interpretation. They encourage partnerships between preservation organizations, open space advocates, and local government officials to preserve heritage landscapes. In short they offer the best hope to save not just individual historic properties, but the context in which they exist.

Jeff Harpold of the National Coal Heritage Area in West Virginia is planning a traveling exhibit with the state preservation office, the Division of Culture and History, which will visit each of the counties in the heritage area. The overall focus of the exhibit is life in the coalfields, but it will provide specific historical information on each county it visits drawn from state site surveys and National Register nominations. Harpold is excited by the project and the partnership. He knows that the preservation of the built environment will only happen when a community puts a value on the past. Heritage areas are committed partners in this most important work—building a constituency for the past.

Brenda Barrett is the National Coordinator for Heritage Areas, Cultural Resources Stewardship and Partnerships, National Park Service, Washington, DC.

National Heritage Areas

America's Agricultural Heritage Partnership (Silos & Smokestacks)
Augusta Canal National Heritage Area
Automobile National Heritage Area
Cache La Poudre River Corridor
Cane River National Heritage Area
Delaware and Lehigh National Heritage Corridor
Erie Canalway National Corridor
Essex National Heritage Area
Hudson River Valley National Heritage Area
Illinois & Michigan National Heritage Corridor
John H. Chafee Blackstone River Valley National Heritage Corridor
Lackawanna Valley National Heritage Area
National Coal Heritage Area
Ohio & Erie Canal National Heritage Corridor
Quinebaug and Shetucket Rivers Valley National Heritage Corridor
Rivers of Steel National Heritage Area
Schuykill River Valley National Heritage Area
Shenandoah Valley Battlefields National Historic District
South Carolina National Heritage Corridor
Southwestern Pennsylvania Heritage Preservation Commission
Tennessee Civil War Heritage Area
Wheeling National Heritage Area
Yuma Crossing National Heritage Area

Cheryl M. Hargrove

Heritage Tourism

Visiting historic and cultural sites is one of the most popular tourist activities today. Families, seniors, groups, and even international visitors choose to frequent historic attractions when on vacation. As a result, destinations are paying attention to one of the fastest growing niche market segments in the travel industry today—heritage tourism.

What is heritage tourism? The National Trust for Historic Preservation defines heritage tourism as "traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present."

Why has heritage tourism captured so much attention during the past decade? Primarily, economics drive the interest in heritage tourism. According to a recent study by the Travel Industry Association of America, people who engage in historic and cultural activities spend more, do more, and stay longer than other types of U.S. travelers. Last year, visiting historic and cultural sites ranked second to shopping in the list of activities engaged in while on holiday. Baby boomers in particular wish to experience history through travel, visiting the authentic places where significant events occurred or made relevant contributions to the development of America. Even international visitors to the U.S. desire America's heritage; one of three tour a historic or cultural attraction during their holiday. The potential is huge, not only to attract more visitors to lesser-known sites but also to increase the monies generated from existing or new visitors. Heritage tourism also uses assets—historic, cultural, and natural resources—that already exist. Rather than creating and building attractions, destinations look to the past for a sustainable future. Indeed these assets need preservation and often restoration or interpretation, but the foundation for creating a dynamic travel experience lives on in the stories and structures of the past. Often, the opportunity to create a tourist product is more easily attained by using existing heritage sites than if the destination had to develop new attractions.

Museum of Coastal History, St. Simons Island, Georgia. Photo by Tommy E. Jenkins.

An obvious way for destinations to identify heritage resources is to tap the National Register of Historic Places. About 74,000 listings make up the National Register, including all historic areas in the national park system, over 2,300 National Historic Landmarks and properties—sites, buildings, districts, structures, and objects—deemed significant to the nation, a state, or local community. For inclusion in this esteemed group, places must pass rigorous state and national review, providing documentation as to their significant architecture, archeology, age, or association with an individual or event. The prestige associated with national designation elevates these properties above all others, and creates the premier foundation for designing heritage tourism programs.

As the popularity of heritage tourism increases, so does the competition. In the past decade alone, more than half of U.S. states have established formal cultural heritage tourism programs. A January 2001 *Wall Street Journal* article reported that more than a dozen African-American museums either opened to the public or broke ground in the U.S. in 2000. Even theme parks and casinos are focusing on history to promote their attractions: Disney California and several Las Vegas casinos built replicas of major heritage sites to attract visitors to their facilities.

Jekyll Island, Georgia. Photo courtesy Golden Isles Visitors Bureau.

Identifying and promoting real heritage attractions is just the first step in attracting heritage travelers—and their spending. To counter increased competition and manufactured "heritage" experiences, destinations often join together to create theme tours and trails that link sites like a string of pearls. The National Register of Historic Places maintains an immense database of information related to listed properties, providing a handy resource for tour planners and destination marketers to research potential sites and attractions that serve as the basis for a heritage trail or loop tour.

Individual travelers will also find the National Register database as a source to rediscover familiar places or unveil information about new heritage destinations. They can click on <www.nr.nps.gov> for access to America's heritage chest. Information is available by name, location, agency, or subject. For instance, to explore the Georgia coast, guests can navigate the site a few different ways. For tour operators and local organizers familiar with the destination, a listing of all the National Register properties near Brunswick and the Golden Isles of Georgia may be adequate for trip planning. The site can be searched by state and then by county (Glynn) to get information on Fort Frederica National Monument located on St. Simons Island. Travel planners can retrieve information on Brunswick's Old Town Historic District and the Jekyll Island Club, a Historic Hotel of America, to create a customized itinerary. In fact, 12 historic sites and districts are listed—a solid foundation for a heritage tour of the coastal area.

Visitors to the Internet site who are just browsing may prefer a special feature—National Register travel itineraries. Full of photos and maps, the itineraries provide comprehensive information to navigate the voyage along a particular heritage route or theme (see Andrus article, p. 48). *Along the Georgia-Florida Coast* transports the traveler through Brunswick and the Golden Isles, visiting familiar sites accessed through the general database, and 40 other places of historic significance from St. Augustine to Savannah. The section on Colonial History describes early settlers' encounters with indigenous peoples, European occupation and settlement, plantation agriculture based on African slavery, African-American culture, and even the early days of tourism. This itinerary is just one of some two dozen produced by the National Register of Historic Places in partnership with the National Conference of State Historic Preservation Officers. Whatever the interest may be—a heritage tour of Detroit or Charleston, the civil rights movement, places where women made history, lighthouses, military history, cultural landscapes—the National Register of Historic Places provides information to customize travel to any U.S. destination.

Heritage tourism's popularity, though, also stems from the opportunity to educate. The American heritage traveler is older, better educated, and more affluent than other tourists. Mission-driven institutions managing historic sites recognize that heritage tourism provides a unique opportunity to inform people on the importance of preserving and protecting America's treasures. The National Register of Historic Places is our country's list of sites, buildings, structures, districts, and objects worthy of preservation and promotion. Awareness through tourism can ensure that America's most valued treasures are conserved and maintained for the enjoyment not just of heritage travelers today, but also by future generations. Through appropriate funding, sensitive development, and promotion, heritage tourism affords a solid foundation that sustains the resource as well as offering a social and economic impact.

Cheryl M. Hargrove served as the first heritage tourism director for the National Trust for Historic Preservation. She is a member of the Society of American Travel Writers and the Communications Committee for the Travel Industry Association of America. She manages her international consulting firm, The HTC Group, from St. Simons Island, Georgia.

Kathryn Winthrop

The National Register's Role in BLM's Cultural Heritage Program

The Bureau of Land Management (BLM) has redirected its cultural heritage program to meet 21st century concerns. These changes reflect a number of factors:

- the maturity of BLM's program with regard to Section 106 compliance work;
- increasing use of western public lands for recreation and other purposes and the consequent heightened threat to and interest in cultural resources;
- changing land management policies which emphasize landscape analyses, stronger community involvement, and problem solving across institutional and disciplinary boundaries; and
- the advent of technologies, such as GIS and other database management tools, that promote and facilitate analyzing data-rich environments such as landscapes.

These factors increasingly demand a greater focus on proactive, context-driven, landscape-level work frequently involving multiple partners and the interests of various communities.

BLM has responded to these challenges in three important ways. First, it has implemented a national Programmatic Agreement (PA) with the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers. The PA enables BLM field offices to streamline routine Section 106 review under the guidance of an internal preservation board, with the intention of providing more resources for proactive work. Second, the BLM has entered data-sharing partnerships with state historic preservation officers throughout the West to conform and coordinate automated site data and link these data to Geographic Information Systems. Third, it has entered numerous partnerships with public and private groups and Indian tribes at the national, state, and local levels to study, interpret, and preserve cultural resources on BLM lands. Significant though these efforts are, however, these changes are not entirely sufficient to move in new directions, as the old handicaps of inadequate staff and funding follow the program into the new century.

National Register Role

As BLM moves in new directions, the National Register continues to have a vital role in BLM's cultural heritage program. Though many sites deemed eligible to the National Register are not actually nominated due to limited time and funds, the Register provides a robust and flexible tool for approaching the challenges facing BLM today. The development of historic contexts, inherent in the National Register evaluation and nomination process, as well as the integrity assessments for specific properties provide significant organizing frameworks for managing cultural resources. Though the National Register process has been primarily associated with Section 106 compliance, it is equally essential to the more proactive management BLM is moving to adopt. The multiple property nomination for the World War II Desert Training Center/California-Arizona Maneuver Area, in the California Desert District of the BLM, provides an example of the continuing utility of the National Register to address contemporary 21st-century management concerns.

The Desert Training Center/ California-Arizona Maneuver Area

In the early days of World War II, as the United States scrambled to meet the challenges of global conflict, it became apparent that our fighting forces would need to engage the enemy in the deserts of North Africa.* Under orders to find a suitable location to train soldiers for desert combat, Major General George Patton opened the Desert Training Center (DTC) in the Mojave Desert of southern California. The DTC expanded to include maneuver operations in 1943 and became known as the California-Arizona Maneuver Area. From 1942–1944 the facility served as the country's foremost armor training facility and a maneuver area, and as a place to toughen soldiers for the rigors of combat. General Patton commanded the facility for the first months it was in operation; he was followed by other commanders, including General Walton Walker.

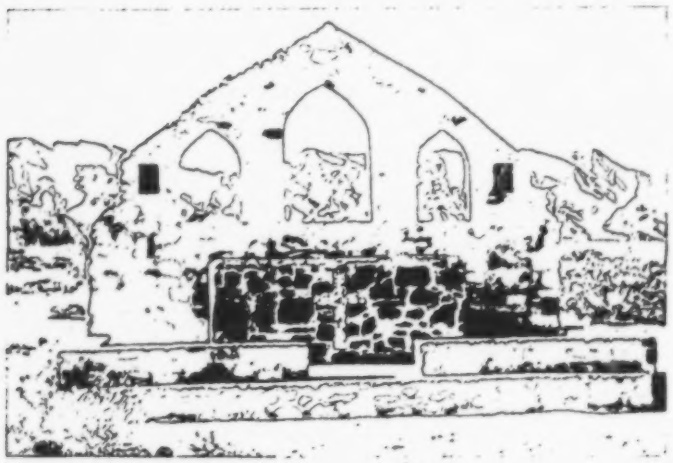
The Desert Training Center/California-Arizona Maneuver Area (DCT/C-AMA) encompassed about 18,000 square miles in California, much of which now falls within BLM's California Desert District. The cultural remains from the period of operation are extensive and consist of a wide range of property types, many of which exist as archeological remains with varying degrees of integrity. These include: divisional camps, generally three miles long and one mile wide, with associated features such as model topographic maps made from earth for planning military exercises, stone altars, rock-lined walkways, and tent areas; airfields and airports; landing strips; bivouacs; maneuver areas; military ranges; training areas; campsites; quartermaster depots; railroad sidings; tank tracks; and refuse deposits.

The DTC/C-AMA as a whole has meaningful links to individuals, communities, and the nation, and poses considerable potential for interpretation, education, and research. Its story also encompasses themes, such as the relationship of human action to the natural environment, which are of considerable significance today. If it is to retain its links to the public and realize its potential as a resource, the DTC/C-AMA needs careful management. Yet its landscape scale and the complexity of the individual resources within it pose significant management challenges. The National Register multiple property nomination process provides an organizing framework to approach the daunting task of responsible stewardship of this nationally significant resource.

A multiple property nomination requires a name for the multiple property listing, an associated historic context, associated property types, and individual National Register nominations for each property or district included. Of critical importance to the DTC/C-AMA project is the fact that individual properties do not need to be nominated all at once, but may be added as they are evaluated. The requirement for a name, a unifying historic context, and the definition of property types provides the framework within which such evaluations may proceed and defines further work needed.

The DTC/C-AMA nomination project is currently a work-in-progress. The historic context is complete, as is the evaluation of a historic district within the area; other properties are under review. The completion of the context permits the BLM to assess individual components for significance and integrity. As these evaluations are completed the BLM can set management priorities among the individual properties, based on their significance, current threats to their integrity, and other factors such as interpretive potential. The historic context study also sets priorities for further work needed to make management decisions. Oral histories of those who trained at the facility are immediately needed, for example, as are archeological surveys to document the more fragile resources and assess their present conditions.

The work needed in the DTC/C-AMA will require considerable resources to accomplish. The advent of modern mapping and data-management tools such as GIS/GPS significantly assist this effort. The ability to identify and protect the significant properties within the DTC/C-AMA and to realize the potential of this unique area for research and interpretation, however, will also depend upon the ability of BLM to find sufficient funding and to broker partnerships with other agencies and community groups to assist in these efforts.



Catholic altar at Camp Iron Mountain, California, 1998. Photo courtesy Statistical Research, Inc., Tucson, Arizona.

Note

* Bischoff, Matt C. The Desert Training Center/California-Arizona Maneuver Area, 1942-1944: Historical and Archaeological Contexts. Statistical Research, Inc.: Tucson, Arizona, 2000. SRI Technical Series 75, prepared for the Bureau of Land Management, California Desert District, under contract with the U.S. Army Corps of Engineers, Los Angeles District.

Kathryn Winthrop is Liaison, Bureau of Land Management/Army Environmental Center, Bureau of Land Management, Washington, DC.

My thanks to Rolla Queen, archeologist for the BLM California Desert District, for providing information on the DTC/C-AMA.

Catherine LaVoie

The HABS/HAER and the National Register

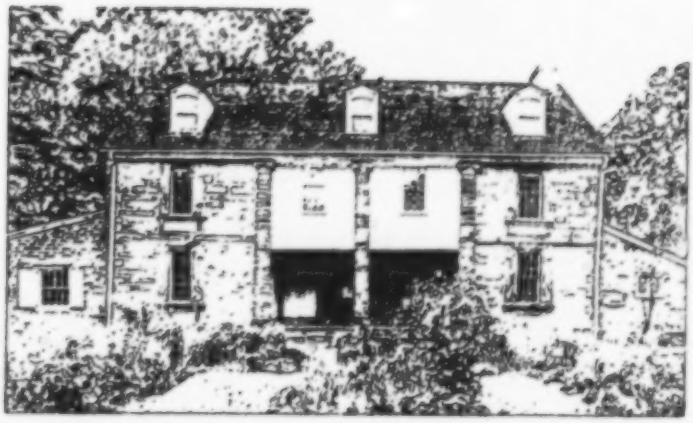
A Symbiotic Relationship

Historians with the Historic American Buildings Survey (HABS) and the Historic American Engineering Record (HAER) routinely refer to the National Register as a source of information on sites being documented through the HABS/HAER summer recording program. Often before considering a visit to a historic building or site, the first stop is the National Register files. Likewise, a nomination may be the first piece of information that a HABS/HAER summer historian receives, and the National Register and National Historic Landmark (NHL) files are a source to which project historians likely return during the course of their research. In addition, when determining whether a property merits recording, HABS/HAER looks favorably on properties already recognized by these programs as an indication of the historical and/or architectural significance and integrity of the properties. HABS/HAER documentation generally goes beyond the information supplied by the National Register because its mission is to create a comprehensive record of individually distinguished or exceptional representative examples of particular building types. In so doing, HABS/HAER undertakes measured drawings, large-format photographs, and in-depth historical reports that strive to place the resource within a national context, none of which are required of National Register listing.

The HABS recording of Laurel Hill Cemetery in Philadelphia was used to create a National Historic Landmark nomination, the first ever for a cemetery. Photo by Jack E. Boucher, HABS.

While both the National Register and the HABS/HAER programs have their own missions, they complement one another. Among the advantages of the former is that the nominations are less costly to prepare than the HABS/HAER materials and are, therefore, the more likely means of recording the vast number of vernacular structures that are so crucial to understanding our architectural development, as well as to our cultural heritage. While the HABS program was predicated on recording all types of structures from the monumental and high style to the more vernacular and utilitarian, many of these do not individually warrant the expense of recording. Furthermore, because of the increased availability of the HABS/HAER collection through the Internet via the Library of Congress' web site, individuals preparing National Register and NHL nominations may now query the HABS/HAER collection for information. In an environment of limited funding, mining each other's resources is a worthy idea. [These HABS/HAER online records are also cross-referenced in the National Register's online database, the National Register Information System.]

During the initial stages of HABS/HAER project development and research, National Register and NHL nominations provide a reliable and easily-digestible resource for architectural, historical, and bibliographic information. Once the projects are underway and more in-depth research has begun, the historians often find themselves back at the National Register looking for nominations for similar building types that will help in developing the historical context. Working in concert with primary materials and a careful analysis of the building itself, nominations for similar resource types can help reveal clues to



John Bartram's House, Philadelphia, Pennsylvania. Photo by J.E.B. Elliott, HABS/HAER.

the design influences and/or evolution of the particular building under study. National Register resources provide the HABS/HAER summer historians, tasked with writing a historical report in 12 weeks, with an essential time-saver and allow them an opportunity to directly benefit from the research of local scholars. For example, the National Register files proved useful in documenting the colonial-era John Bartram House at Philadelphia's Bartram's Garden this past summer. The team raised numerous questions: Is there an earlier house within these walls, as has been suggested? If so, was it built by the previous, Swedish settler, or by Bartram himself? To what period does the earliest phase of construction date, and how did the house evolve? In answering these and other questions, HABS used the information provided by National Register nominations for other structures of this period built by both Swedish and English settlers in helping to make those determinations. The nominations assisted in identifying specific plan types and architectural features indicative of the dwellings of the various immigrant ethnic populations settling in the Delaware Valley during the late 17th and 18th centuries.

More recently, the National Register and the National Historic Landmarks programs have encouraged the preparation of nominations through use of HABS/HAER documentation. Housed at the Library of Congress and resident on its American Memory Page, the written histories, large-format photographs, and measured drawings, are all copyright free and readily available. Within the past couple of years HABS recording has become the basis for National Historic Landmark nominations for a variety of sites in Pennsylvania. The first, Merion Friends Meeting House, was part of a larger HABS study of meetinghouses in the Delaware Valley that identified and recorded examples that were pivotal to the development of the American Friends Meeting House as a building type. Merion is the earliest extant meetinghouse in that region and the product of the aspirations of first-generation immigrants to Penn's colony. Currently under consideration is the potential for NHL designation of the Buckingham Friends Meeting House, for its role in creating a national prototype for meetinghouse design. Laurel Hill Cemetery, among the oldest rural cemeteries in America, was first recorded by HABS and then the documentation was incorporated into a path-breaking NHL nomination. Its designation represented the first ever for a cemetery. HABS/HAER historical reports provide historical context, an analysis of architectural character along with detailed descriptions, and—when appropriate—describe industrial processes. This information can be easily adapted to the National Register or NHL nomination format. The value in undertaking such a task is that, unlike HABS/HAER recording, National Register and NHL listing can provide some level of protection and possible financial benefits to a property which more and more property owners and stewards see as essential. Strengthening the inter-relationship between HABS/HAER recording and National Register and NHL designation is yet one more vehicle for promoting the fuller understanding and responsible stewardship of historic properties.

In summary, every effort should be made among the cultural resource programs of the National Park Service to make the most of our project dollars and to integrate the results of our research as often as possible. The work of both programs provides information that is of value to the preservation community. While HABS/HAER takes a more academic approach to create a comprehensive record of sites and structures as representative building types, the National Register can be counted on to provide the official national database of America's historically and architecturally significant places. And although we often work in separate spheres, our universal goals are basically the same—to encourage the preservation, appreciation, and interpretation of America's vast architectural, industrial, and historical heritage.

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John H. Sprinkle, Jr.

Integration is the Key

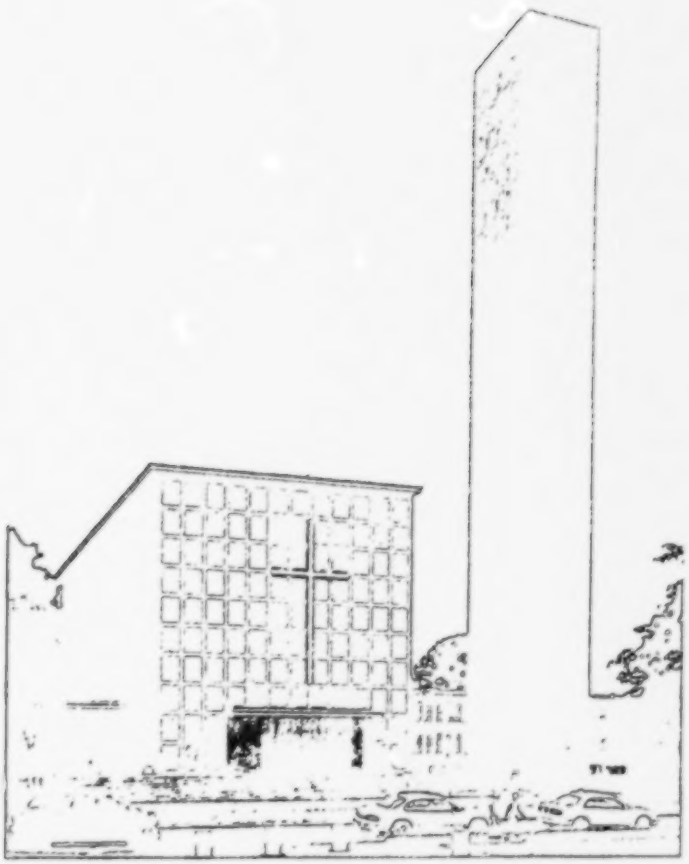
Program integration is the key to the continued success of the National Historic Landmark Survey and the National Register of Historic Places in recognizing the varied places where American history happened. Since 1996, the National Historic Landmarks Survey has operated under the National Register of Historic Places within the National Park Service's National Center for Cultural Resources in Washington, DC.[1] With this administrative reorganization, the National Park Service has acknowledged the value added by increased integration of these two historic recognition programs that share a similar mission and nomination requirements. At a basic level, the Register and the Survey have increased their level of integration in several areas: theme studies and guidance; nomination review; and public access and outreach.

When funding is made available, the National Historic Landmarks Survey conducts theme studies on important historical topics, such as the recently completed national study on racial school desegregation.[2] These theme studies use the National Register's multiple property format to provide direction to persons interested in the recognition, documentation, and preservation of diverse property types.[3] These theme studies not only provide the historical background for a particular avenue of history, but also establish registration requirements for both National Register and National Historic Landmark recognition. Two recent theme studies, on the Underground Railroad and racial desegregation in public schools, have used this format to assist the public in identifying important historical resources in their communities.

At the same time, the National Register sponsors research on current historical themes. One study, conducted in cooperation with the Department of Housing and Urban Development, identified sites important in the history of public housing (see Lusignan article, p. 36). As a result of this study, the Survey has sponsored the study of two public housing units, in Philadelphia and Washington, DC, for consideration as Landmarks. In another study, the National Register is preparing guidance, as part of its popular National Register Bulletin series, on the evaluation and documentation of suburbs. From this work, the Survey has sponsored the nomination of two precedent-setting developments in New Jersey and Pennsylvania.

Crafted in 1983, the National Historic Landmarks Survey regulations (36 CFR Part 65) direct the National Park Service to consider sites listed in the National Register at the national level of significance when identifying individual properties potentially suitable for National Historic Landmark designation. The Survey uses the services of the National Register staff archeologist to review nominations of archeological properties and to work with an independent archeology committee on fostering the nomina-

The site of exceptionally significant events in the history of American civil rights, Stonewall, in New York City, comprised of the two 2-story sections in the center of the photo, was listed on the National Register of Historic Places in May 1999. This well-crafted National Register nomination was used as the foundation for a National Historic Landmark nomination. The property was designated as a National Historic Landmark by the Secretary of the Interior on February 16, 2000. Photo by Andrew Scott Dolkart.



Designated as a National Historic Landmark on January 3, 2001, the First Christian Church, Columbus, Indiana, was designed by Eliel Saarinen in 1942. The site was nominated as part of a recent multiple property listing entitled "Modernism in Architecture, Landscape Architecture and Art in Bartholomew County, [Indiana] 1942-1965." Photo by Marsh Davis, Historic Landmarks Foundation of Indiana, Inc.

tion of additional sites. The Register and the Survey share staff in the archives as well as in public outreach endeavors, principally in web site development and maintenance. When academic interests or experience overlap, the Register and Survey staff frequently comment on nominations currently under review in both programs.

The Survey also works closely with state, federal, and tribal preservation offices across the country. These agencies are kept informed about ongoing theme studies and nominations through a variety of means. When funds are available, our tribal, federal, and state partners cooperate in preparing nominations for individual properties. In one recent example, the Tennessee State Historic Preservation Office was able to quickly conduct the fieldwork necessary to prepare a report on the proposed withdrawal of designation for a recently demolished Landmark.

Our preservation partners are also vital in the work of the Survey as they nominate new National Register properties. Newly listed properties, considered by nominating authorities to be at the national level of significance, are reviewed by both Register and Survey staff for their potential to become National Historic Landmarks. If warranted, the Survey distributes the nomination to the appropriate NPS regional NHL team with the request to contact the preparer and the state historic preservation office to investigate the potential for elevating the recognition of the property.

Public outreach is an essential component to any historic preservation program. Landmarks are always highlighted in the National Register's travel itinerary series as well as in Teaching with Historic Places (TwHP) lesson plans. This year, the Survey, in cooperation with the College of William and Mary, successfully competed for a grant from the Virginia Foundation for the Humanities to develop a TwHP lesson plan on a newly designated Landmark that was identified through the school desegregation theme study.

National Historic Landmarks are among the most significant properties listed in the National Register of Historic Places. Although governed by two different sets of regulations, the two programs share a common mission—the fullest recognition of American history through the preservation of historic places—as well as the same belief in the high educational value of place. Continuing efforts at integrating the two programs can only benefit the public's recognition, appreciation, and stewardship of our unique national heritage.

Notes

1 For an administrative history of the NHL program see: Barry Mackintosh, *The Historic Sites Survey and National Historic Landmarks Program: A History*, National Park Service, 1985.

2 *Racial Desegregation in Public Education in the United States*, National Park Service, 2000. Available at: <http://www.cr.nps.gov/history/online_books/nhl/school.htm>

3 Ongoing theme studies include a multi-year examination on American civil rights, as well as multiple property format documents on the Earliest Americans in the Eastern United States, American labor history, oyster fisheries, and Japanese Americans during World War II.

John H. Sprinkle, Jr., is Supervisory Historian for the National Historic Landmarks Survey, National Park Service, Washington, DC.

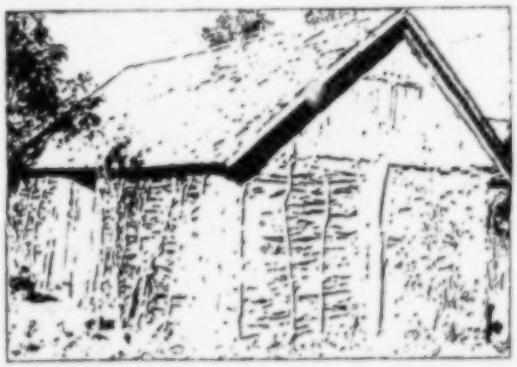
F. Lawerence Oaks

The National Register
A Road Map to Preserving a Sense of Place

Few places have as strong a sense of place as does Texas. Whether a sixth generation native or an adopted son who "got here as fast as he could," as a popular bumper sticker reads, we all succumb to the pervasive mystique of place. Our unique history and historic landscape contribute to the sense that we inhabit a special part of our country. An important part of preserving America's cultural landscape is preserving the historic resources of each of our states within a national context.

In times of high social mobility and in a marketplace which produces homogeneous cookie-cutter sprawl irrelevant to local history, real places are important in defining ourselves. Connections to historic places tie us to our culture and make us and it relevant; these connections nourish our civic culture.

One of the most effective tools for preservation in Texas is the National Register of Historic Places. Using the organizing concepts of the register and its contextual and criteria-driven processes brings a unifying approach to all Texas State Historic Preservation Office efforts. The National Register plays a role in practically every preservation activity in the state. The register guides our comprehensive preservation plan and gives focus to our efforts to preserve a broad and diverse historic landscape. No wonder it is the place to start. If one thing ties together all of our state historic preservation strategies, it is this tool. Let us take a look at how it is central to all the efforts in Texas.



Jacal/Rio Grande Valley

Historic preservationists find historic resources, make value judgments about those resources, and protect a broad cross section of as many significant resources as possible. The National Register process and criteria are invariably at the heart of each of these three activities.

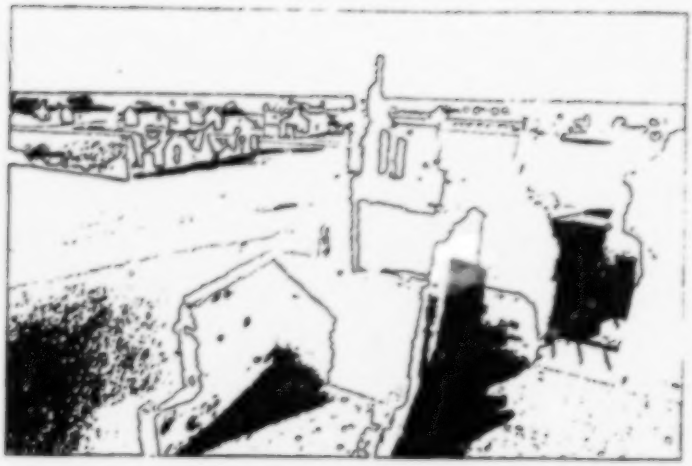
Identifying Historic Resources in Texas

The results of identifying historic resources in any community are a self-fulfilling prophecy of what we are looking for—product of our research designs. The Texas cultural experience is a rich and diverse tapestry. Only understanding and incorporating the salient historical contexts into historic resource survey efforts will reveal a comprehensive inventory of Texas' material culture remains. In a state that will soon have no ethnic or racial majority, it is essential to identify the contributions of all Texans. The ultimate goal of survey work is to determine what is eligible and nominate those resources to the National Register. We start, therefore, with the register criteria and encourage partners at the state, regional, and local levels to use them as their starting point. By casting our nets broadly for all resources 50 years or older and preserving the resulting information, future historians will have a chance to discover histories that are not yet known or appreciated. The National Register is the road map for identifying our diverse historic resources.

Making Value Judgments

The search to find tangible reminders of man's activities in Texas' geography over thousands of years has been wildly successful, but it is not complete. The Texas Historical Commission's Texas Historic Sites Atlas <www.thc.state.tx.us> has more than 290,000 entries with many more to come. In a state with 2,842 miles of boundary, we will never save all of those things made by the hands of man. We must make value judgments about the resources and their importance in telling the whole story of Texas. The National Register is again our central organizing focus.

Our historic designation process involves assessing different levels of significance and pro-



Fort McKavett

viding the resulting protections. Both the Recorded Texas Historic Landmark and the State Archeological Landmark designations relate to listing or eligibility for the National Register. All valuing decisions are made with the National Register as a departure point in assessing relative importance. This affords a level of consistency that would be difficult otherwise. The National Register has been somewhat captive to those who are familiar with it and have the resources to facilitate information gathering to move the nomination process forward. We encourage individuals to undertake the process and develop "mom and pop" nominations. The results have been great National Register nominations by folks who have become quite competent at producing them.

Texas' new comprehensive preservation plan calls for carving out a substantial amount of staff time to identify and work with Texans who want to nominate and save historic resources associated with the important contributions of Hispanic and African Americans. An effort to create a network for multicultural preservation efforts in Texas is also underway. Its purpose is centered on finding groups who are working to save what are likely to be our next round of National Register nominations. Identifying and evaluating these resources and involving their supporters offer an opportunity to grow and enrich the preservation community.

So, having identified and evaluated all of these important parts of our history, what is our challenge?

Protecting Valued Resources

The National Register in Texas serves as the threshold for eligibility for use of a wide array of preservation tools developed to offer hope for the survival of valued elements of our history. The diversity of resource types in the National Register is amazing; each has its own set of advocates and assets available to our communities. Residential neighborhoods, commercial downtowns, industrial facilities, and many others await our imaginations for how they can be used for the civic and economic betterment of our lives.

Almost inexhaustible supplies of protection strategies have been and can be developed. State offices are becoming very sophisticated at developing an arsenal of tools to save particular resource types. Since the economic incentives for use of historic resources has been so thoroughly proven, one of our state's most aggressive uses of National Register resources is the development and promotion of a statewide Texas Heritage Trails Program. This regionally-based program, modeled after our highly successful Texas Main Street Program, provides a manager who works with a local board to assess and develop a network of historic attractions providing excellent visitor experiences. The communities and their historic sites develop joint promotional strategies and work within broad program goals, co-coordinated by the Texas Historical Commission.

Finally, a new strategy being aggressively pursued by the Texas preservation office is the Visionaries in Preservation (VIP) Program. The program helps communities conduct a facilitated visioning process, analyze their character-defining community assets, and develop a fully articulated vision for what they would like their communities to look like in the year 2010. The facilitators will then assist the communities to develop an action plan for the implementation of the vision. The National Register will undoubtedly play a pivotal role in this process.

So, what and where are those special places that resonate with our sense of pride in being Americans, or citizens of each of its unique states? They are in our psyche and our being, but they are also in, or should be in, the National Register of Historic Places.

If we have a vision for where we want to go, we need to start with a good road map to get there. In Texas, that is the National Register of Historic Places.

F. Lawrence Oaks is the State Historic Preservation Officer and Executive Director of the Texas Historical Commission.

Photos courtesy the Texas Historical Commission.

Janet Snyder Matthews, Bob Jeffrey, and Rick D. Smith

How a Florida CLG Uses the National Register

During the 1960s, urban renewal and the effects of the 1956 Interstate Highway Act leveled major swaths of communities across the nation, and Congress passed the National Historic Preservation Act of 1966, providing for the National Register of Historic Places. Under the 1966 National Historic Preservation Act, state historic preservation officers take the lead for state preservation efforts and coordinate nominations of properties for listing in the National Register, the official federal list of properties significant in local, state, and national history and culture. For the first time, a federal program recognized the importance of historic resources for regional, state, and local significance. In Florida, nearly 1,400 listings out of about 74,000 nationwide record significant local historical resources. The Register is a valuable planning tool available to planners and developers, local governments and public officials.

The fourth largest state in the nation, Florida's local and state governments are vital to preserving the state's "sense of place." The impact of preservation is not just visual, but also reflects the hearts of our communities. Often National Register nominations produce the only written histories of a place. A Florida teacher from Century in Escambia County remarked following the designation of a National Register district in her small, rural community, "Now we can tell our children why we are here."

Since 1977, Florida's local preservation efforts have been supported by state statute (Chapter 163, F.S.) requiring comprehensive plans by local governments consistent with the overall state comprehensive plan. Many communities go further by creating optional preservation elements and establishing preservation ordinances and historic preservation boards, while some employ local tax benefits.

In 1980, amendments to the National Historic Preservation Act provided for direct participation by local governments through the Certified Local Government (CLG) Program. Communities qualify for CLG designation by adopting an approved local historic preservation ordinance and establishing a local review commission. CLGs conduct ongoing surveys to identify resources, provide adequate public participation, and partner with state and federal programs. In 1986, Miami, St. Petersburg, and St. Augustine became Florida's first CLGs. Today, 45 CLGs (about 10% of the state's incorporated communities) include diverse communities from Jacksonville to Eatonville and from Miami to Micanopy. St. Petersburg, one of the larger west central Florida urban centers organized in the railroad and land development booms of the 1880s, eventually established a unique "sense of place." Recognition of that significance today and its role in maintaining livable communities is part of the following CLG story contributed by planner Rick Smith and Bob Jeffrey of St. Petersburg's Urban Design and Historic Preservation program.

Janet Snyder Matthews

Founded in 1888, St. Petersburg has a relatively short but distinctive history that parallels the development and growth of Florida during the 20th century. Developers flocked to the area during the land booms of the 1910s and 1920s, creating vast neighborhoods with high concentrations of Craftsman, Mediterranean Revival, and other architectural styles. To preserve this rich heritage, St. Petersburg developed a local historic preservation program in 1986, and through the years has honored its history by locally designating more than 70 historic properties. However, despite the effort of the city and dedicated preservationists, the general citizenry has often become disillusioned with historic preservation when the battle is joined on contentious issues. To build a bigger constituency for historic preservation, while minimizing the political controversy surrounding local designation, the city is promoting National Register historic district nominations. Presently, only one city neighborhood is designated, a deficit soon to be overcome as four neighborhoods, collectively numbering more than 6,000 structures, are being nominated.

One such neighborhood is Historic Kenwood, a fashionable address from the 1920s to the 1960s featuring Craftsman, Tudor, and vernacular bungalows. By 1980, however, the neighborhood was deteriorating with most of its

Typical houses in the Kenwood neighborhood.

1,200 homes owned by absentee landlords. By 1990, residents were fed up and began taking back the neighborhood, focusing on the issues of crime and code enforcement. These activists quickly realized, though, that the only way to save the neighborhood was to educate existing residents on the neighborhood's historic significance and attract new homeowners who wanted to preserve it.

Historic Kenwood considered local landmark designation, but lacking political support turned to National Register district designation as a burden-free way to promote historic preservation. Nevertheless, the neighborhood still needed to convince skeptical residents of the benefits of designation, as well as raise funds to hire a historic preservation consultant to aid in surveying and documenting the area. To energize residents, the neighborhood applied for city grants to install decorative neighborhood signs on every street corner. This spurred interest and neighborhood meetings soon focused on architecture, preservation, appropriate construction, and the benefits of historic designation. In addition, homeownership rates doubled during the 1990s, restoration began, and the neighborhood improved, eliminating most absentee landlords.

However, progress was still slow. The neighborhood needed a more intensive marketing effort to raise money for the preservation consultant, and thus began "BungalowFest," Historic Kenwood's annual home tour, which first attracted more than 1,600 people, and has been a rousing success ever since! Almost all homes listed for sale since that initial tour have been sold to preservation-minded owners, many attracted to the neighborhood during BungalowFest. These new owners are re-opening porches, returning the original siding, and removing jalousie windows. Historic Kenwood is quickly regaining its original look.

While the first two BungalowFests generated a portion of the funds, Historic Kenwood was well short of its financial target when the city offered to evenly share costs with it on a state grant-in-aid application if the neighborhood could contribute one-third of the target amount. The neighborhood jumped at the opportunity and voted unanimously to participate with the city in this collaborative effort, which was rewarded in December 2000, when the state's Bureau of Historic Preservation approved the grant request.

Historic Kenwood's experience provides a hopeful conclusion to what otherwise might have been a controversial issue. Those who work with the neighborhoods know every time a discussion of historic designation arises, people come out fighting. Over the past six years, Historic Kenwood has held numerous meetings discussing National Register designation. At the last two neighborhood-wide meetings, the vote was unanimous to seek designation and the only dissenting comment was by a puzzled individual who declared, "I thought we were already historic."

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Bob Jeffrey has worked in the field of architecture, historic preservation and development for 20 years from both the regulatory and development sides. As a regulator he oversees the city's Urban Design and Historic Preservation programs. As a developer he has concentrated his efforts in Historic Kenwood, renovating 1920s-era houses and multi-family and commercial buildings.

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Photos by Susan Hochberg Daniel, Janus Research, St. Petersburg, Florida.

Mark Wolfe

Boom Times in Colorado and their Effect on the National Register

The 1990s came as somewhat of a shock to Colorado. Cities along the Front Range, such as Denver, Boulder, Fort Collins, Colorado Springs and Pueblo, saw unprecedented population growth. Almost overnight, foothill farms and ranches became enormous subdivisions. Megamalls seemed to sprout from the formerly rich agricultural soil in the rush to provide goods and services to the burgeoning population. The average price of a home in the Denver metro area climbed past a quarter of a million dollars by the end of the decade, and fleets of SUVs brought interstate traffic to a virtual standstill. Smaller towns in western Colorado experienced some of the same challenges, although on a somewhat reduced scale.

Economic booms are nothing new to Colorado. The discovery of gold and silver in the mid- and late 1800s led to enormous population growth. World War II had a similar effect, as defense facilities congregated in the places farthest from America's coasts. The oil shale boom (and rapid bust) of the 1970s left its mark as well. This time it was a technology boom, as Colorado became host to hundreds of communications, software, and Internet companies. But this boom would be different. The newcomers were attracted as much by the quality of life as they were by job opportunities. And those who were already here proved to be very protective of the things that made Colorado "home." Fortunately, the state's historic resources have been high on that list.

Although no one can deny that historic resources have been lost, the story is largely a happy one. Open space programs have saved hundreds of thousands of acres for recreational use, local governments have embraced historic preservation as a land-use tool, and heritage tourism has blossomed into an important industry.

One reaction to this awakened interest in historic resources was the implementation in 1991 of a State Register of Historic Properties, based on the National Register model. That Register has had 285 listings in the 1990s, not including the concurrent listing of 326 properties added to the National Register in the 1990s alone. When combining the number of State and National Register designations, the total number of properties listed in Colorado shows a 39% increase over the previous decade.

The State Register has gained in popularity largely due to the creation of the State Historical Fund (SHF). The SHF was established by a constitutional amendment that legalized gambling in three National Historic Landmark communities in 1990, and is administered by the Colorado Historical Society, the same state agency that houses the state's Office of Archaeology and Historic Preservation. That amendment requires that 28% of the gaming tax revenues be distributed to the SHF. Of that amount, 20% is returned to the three towns for their own preservation activities, and the remaining 80% is distributed through a statewide competitive grants program. To date, more than $90 million have been distributed statewide to approximately 2,000 preservation projects.

Begun in 1901-04, the Denver Tramway Powerhouse (NR—9/8/01) was substantially rehabilitated from 1998 to 2001, with the assistance of the federal investment tax credit for $18 million in qualified costs and a $412,400 grant from the State Historical Fund. Photo by Scott Dressel-Martin, courtesy the Colorado Historical Society.

The majority of these funds is spent on restoration or rehabilitation projects, and the legislation requires that all properties be designated in order to qualify for such grants. Designation is defined by administrative rule as including listing on the National, State, or local register of historic places. This flexible definition has led to an extraordinary increase in the number of cities and counties with historic preservation ordinances. There are now 76 such communities, 29 of which are Certified Local Governments. From the Town of Rico, with its wintertime population of 200 hardy souls, to the city and county of Denver with more than 500,000 residents, properties across the state are being designated and protected through local ordinances. Hundreds of properties have been locally designated in the past 10 years.

It has been estimated that SHF grants for "bricks and mortar" projects alone have been matched by more than $200 million in other public and private funding. In addition, when grants of more than $100,000 are applied to privately-owned properties, the owners are required to convey perpetual easements to appropriate organizations. This process has protected several important National Register buildings.

Use of the SHF is not limited to bricks and mortar projects. SHF grants have been used to fund architectural surveys, and thousands of properties have been surveyed statewide using SHF assistance. In fact, the number of potential survey projects is limited not by the SHF's willingness to support such projects, but rather by the small number of qualified professionals capable of carrying out such surveys successfully. SHF can also assist with costs associated with hiring professional consultants to assist in developing nominations for designation. This, and the dedication of the current National Register staff, has led to a marked increase in the quality of the average nomination.

The existence of the two registers (State and National) has created an assumption that requirements for integrity are not as stringent for the State Register as they are for the National Register. This is paired with an assumption (clearly incorrect) that properties listed on the National Register are more significant than properties listed on the State Register. Unfortunately, these can be self-fulfilling prophecies.

The National Register is, of course, also the basis for the federal Investment Tax Credit program. More than 300 ITC projects have been carried out in Colorado, totaling more than $530 million in qualified expenditures.

The state's Office of Archaeology and Historic Preservation has recently entered into an exciting project of digitizing the more than 1,500 site files that represent its National and State Register holdings. Survey forms, nomination forms, and related materials including photographs and SHF grant products have been digitized, and will ultimately be available over the Internet.

For those who continue to insist that designation impairs property values and leads to gentrification, a new report issued by the Colorado Historical Foundation should be of interest. That study, funded by the SHF, examined property values in residential neighborhoods in Denver and Durango, comparing designated neighborhoods with comparable non-designated areas. The report concluded that property values in the designated areas increased at a rate either higher than or comparable to nearby undesignated areas. Yet the study also concluded that designated historic districts continue to offer a significant level of affordable housing. Clearly, historic designation can be used as a tool to preserve and protect our many diverse neighborhoods.

A vast amount of work remains to be done in Colorado. Only a very small fraction of the state's architectural and archeological resources have been inventoried. State and federal involvement in infrastructure expansion has necessitated an increase in the amount of time National and State Register staff must spend on developing determinations of eligibility, reducing the amount of time they can spend proactively developing survey and designation programs. The State Historical Fund helps to fill that gap by providing funding for communities seeking to carry out such projects. But grant-funded surveys still require staff oversight. Some projects on the radar screen include the development of a multiple property documentation form for mining resources, and developing contexts for roadside resources such as gasoline stations, automobile dealerships, motels, and drive-in movie theaters. Someday, our successors will struggle with the issues surrounding the preservation of the architectural heritage left behind by the current boom. In the meantime, there's more than enough work to keep Colorado busy.

Reference

"The Economic Benefits of Historic Preservation In Colorado," Prepared by Clarion Associates of Colorado, LLC

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Cari Goetcheus

Cultural Landscapes and the National Register

Since the early 1980s, the National Register and the field of historic preservation as a whole have matured in their ability to provide assistance in understanding and documenting cultural landscapes. Cultural landscapes, as defined in the National Park Service (NPS) *Cultural Resource Management Guideline*, are "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values."*

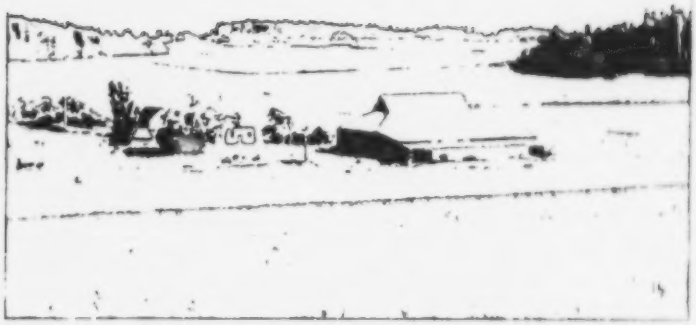
When one looks to early National Register nominations there is thorough documentation of the building, but rarely a comprehensive description of the relationship of that building to its site, its landscape context, or any unique details of a designed or vernacular landscape. In most cases, if a landscape is mentioned it refers to a formally-designed garden or landscape directly adjacent to the building. This comment is not to fault the nomination preparers of those times, but to reinforce that it is crucial in understanding the "whole story," that nomination preparers incorporate into each nomination form information that is as comprehensive as possible (i.e., archeological, architectural, landscape information, etc.). It is an injustice to the resource to tell only part of the story. The Register has attempted to address this problem by producing a number of bulletins that directly relate to cultural landscapes, including:

How to Evaluate and Nominate Designed Historic Landscapes
Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields
Guidelines for Evaluating and Registering Cemeteries and Burial Places
Guidelines for Identifying, Evaluating, and Registering Historic Mining Properties
Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Past Fifty Years
Guidelines for Evaluating and Documenting Rural Historic Landscapes
Guidelines for Evaluating and Documenting Traditional Cultural Properties

Each of the aforementioned documents has directly impacted the quality of the nominations that have been approved over the last decade. The nomination preparers are more consistently attempting to incorporate landscape content into their documentation, and in some cases landscapes are the primary resource being nominated. To further the effort in understanding, two new bulletins are currently in production: one on historic roads and one on the development of suburbs (see McClelland's article, p. 33). These publications will further our collective understanding of these important resources, as well as propose how to nominate them to the National Register.

Two other NPS programs provide information on and assistance for cultural landscapes inside and outside the national park system. The first program developed was the Historic Landscape Initiative, which provides guidance, disseminates guidelines, and raises awareness about cultural landscapes through partnerships with federal and state agencies, professional organizations, colleges, and universities. The second program, the Park Cultural Landscapes Program, provides similar leadership and guidance concerning the cultural landscape issues within the 386 units of the national park system.

As an example of how the National Register is used in a NPS cultural landscape program, the Cultural Landscapes Inventory (CLI) of the Park Cultural Landscapes Program is briefly discussed. The CLI is an evaluated inventory of all cultural landscapes having historical significance in each unit of the national park system. The CLI provides the NPS with baseline information about cultural landscapes in a national park. The National Register guidelines provide the framework and criteria for determining significance, integrity, boundaries, and contributing and non-



Ebey's Landing National Historical Reserve, Coupeville, Washington. NPS photo.

contributing resources. Landscapes addressed in the CLI include those listed in or eligible for the National Register of Historic Places.

To clearly indicate the National Register status of a given landscape, the CLI records both National Register documentation and National Register eligibility. National Register documentation ranges from landscapes listed in the National Register with adequate documentation; to landscapes listed as a part of a historical unit of the system (as required by the National Historic Preservation Act of 1966) with no documentation; to landscapes physically located within the boundaries of a National Register property, but not specifically identified or described in the nomination; to landscapes with no documentation.

The NPS historical landscape architects who prepare the inventories are trained professionals who have developed the park's cultural landscape information based on historical research, analysis, and evaluation of the resources. Throughout the inventory process, the identified park cultural landscapes are discussed with the appropriate state historic preservation office (SHPO) to facilitate the Determination of Eligibility process. NPS regional historical landscape architects work with SHPOs to confirm which landscape characteristics contribute to the significance of the property, along with an associated list of contributing and non-contributing resources.

Once all of the cultural landscape information has been input into the CLI database and there is concurrence from the SHPO that the identified landscapes are eligible for the National Register, the CLI database has the ability to print individual National Register nomination forms for each landscape. To date, more than 3,000 cultural landscapes have been identified within the national park system as potentially eligible for the National Register.

Although the NPS, including the National Register, has matured in its thoughts about and approaches to cultural landscapes, there is an ongoing challenge to describe the tangible and intangible aspects of cultural landscapes. Throughout the maturation of the field of landscape preservation, a variety of terms have been developed to describe these aspects which collectively give a landscape character and aid in the understanding of its cultural value. Typically, these terms address the physical aspects of a landscape (circulation, vegetation, structures) and the more intangible cultural and natural processes (cultural traditions, land use, and natural systems).

The need for clear and consistent terminology cannot be overstated. There are distinctions between the National Register program, the park programs, and the non-park programs in the use and application of terminology. In essence, the distinction relates to resource types defined by NPS policy, and categories for listed properties in the National Register defined by the National Historic Preservation Act. The NPS *Cultural Resource Management Guideline* defines four general types of cultural landscapes, not mutually exclusive: historic sites (e.g., presidential homes, battlefields), historic designed landscapes (e.g., urban plazas, formal estate gardens), historic vernacular landscapes (e.g., farmsteads, ranches), and ethnographic landscapes (e.g., Native American, African American, Scandinavian American landscapes). Categories for properties listed in the National Register are defined in the National Historic Preservation Act as, "districts, sites, buildings, structures, and objects." The Register recognizes the cultural landscape categories defined in NPS policy as descriptive terms; however, it officially lists the landscapes as either "districts" or "sites."

Ultimately, as the field of landscape preservation continues to develop, there will undoubtedly be further discussions about evaluating, documenting, and registering cultural landscapes.

Note

* National Park Service, *Cultural Resource Management Guideline*, Release No. 5, 1997 (NPS-28), p. 179.

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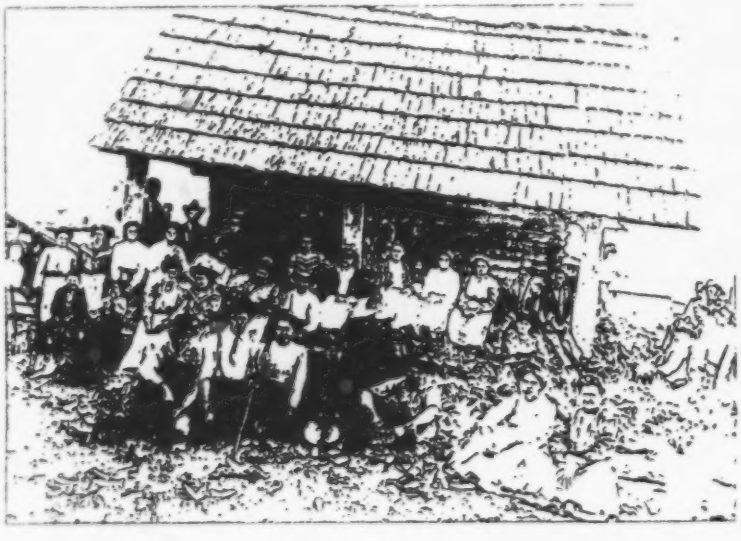
Denise P. Messick and J. W. Joseph

Georgia's Agricultural Heritage and the National Register

Resources associated with historic agriculture are recognized nationally as both common and endangered. This duality has led to uncertainty in assessing their significance and eligibility for the National Register of Historic Places. While agriculture obviously played an important role in our nation's history, many agency personnel and consultants have difficulty determining which properties sufficiently embody this history for purposes of National Register evaluation. Similarly, agricultural architecture is neither well understood nor well described. It is difficult to evaluate a historic "barn" without knowing what type of barn it is and the history of barns in that state or region. In a workshop hosted by the National Transportation Research Board three years ago, participants repeatedly noted the need for historic contexts as the framework for making eligibility decisions (see pp. 45-46).

For the past two years, the state of Georgia has worked to develop a context for its historic agriculture using funding provided by the Georgia Department of Transportation (GDOT), the Federal Highway Administration (FHwA) and the State Historic Preservation Office (SHPO). The result has been a collaborative effort between the SHPO, GDOT, FHwA, and the project's consultant, New South Associates. The final product is the publication *Tilling the Earth: Georgia's Historic Agricultural Heritage—A Context,* which is intended for use by state and federal government agencies, regional development centers, private historical and preservation organizations, planning and historic preservation consultants, and others. The document assists the user in understanding the state's agrarian past; accurately identifying and recording its physical vestiges including architecture, landscape and archeological remains; and evaluating significance within the framework of a state and regional context.

Georgia's origins and historic development are closely tied to agriculture. Its large geographical size, along with its environmental and cultural diversity, produced a complex agricultural mosaic on the land. In order to understand this mixture, the context defined five historical time periods related to the predominant agricultural activities, along with six geographic regions related to topography, climate, and soils. The identified regions from northwest to southeast are Ridge and Valley, Mountains, Piedmont, Upper Coastal Plain, Central Coastal Plain, and Coast and Sea Islands. Other variables resulting in the diversity of agricultural forms in the state included crops and ethnicity.



Corn shucking on the London farm, Lumpkin County, Georgia, c. 1890. These community gatherings often rotated from farm to farm. Photo courtesy Georgia Department of Archives and History.

In order to supplement the documentary and archival research, the project's architectural historian traveled throughout Georgia visiting areas where a sampling of certain types of agricultural properties were likely to be found. This reconnaissance was used, along with information from existing National Register and survey files and the state's Centennial Farms program, to prepare a descriptive guide to the diverse structures and landscapes associated with Georgia agriculture. The descriptions establish preliminary baseline data for future researchers, as well as a point of reference for comparative purposes.

Barns were by far the most common outbuildings encountered in Georgia, but smokehouses, chicken coops, garages, corncribs, and well houses were also well represented in most regions. Farms in the deep South tended to have less need for large outbuildings due to the mild climate. According to recent statewide building survey files, 28% of all properties identified as farms have no outbuildings, 61% have between one and five outbuildings, 10% have between six and ten, and only 1.3% have more than ten. Past studies, including archeological research, have shown a distinct bias in favor of examining plantations or larger farms. This is changing with the increased recognition of rural landscapes as National Register districts encompassing many smaller entities.

The agricultural context gives a practical methodology for applying the National Register "Criteria for Evaluation" to Georgia's historic agrarian resources. It provides a filter for determining whether a specific property meets the tests for significance (associative value) and integrity (authenticity of the physical characteristics from which the property obtains its significance). The four National Register criteria (A, B, C, and D) and the seven aspects of integrity (location, design, setting, materials, workmanship, feeling, and association) are specifically applied to Georgia's agricultural properties. The study then defines certain elements that must be present in one of several possible combinations in order for the resource to be eligible for the National Register.

The most difficult task was to describe a set of eligibility requirements that consider the characteristics unique to the Georgia agricultural landscape, and yet are uncomplicated and flexible enough to be applied broadly throughout this diverse state. Questions such as "how many outbuildings need to remain intact?" do not have simple answers. Instead, the context considers the entire combination of elements such as the main farmhouse, the agricultural outbuildings, archeological deposits, and the related landscape. The links between the physical remains and their historical associations are also crucial. Working farms are dynamic entities that have made technological changes in order to survive. The study considers how much change and what type of change could adversely impact integrity.

The agricultural context for Georgia was completed at a critical time in the state's history. Historic farms are threatened by several factors. Fewer people than ever are engaged in farming. The economics of farming, involving larger machines and production facilities, have increased farm size. Older buildings are becoming obsolete, and are often left to decay. On smaller farms, where money is scarce, rehabilitation of older structures may be a low priority. Barns are sometimes dismantled for their lumber. Near urban areas, increasing real estate values are a factor in the loss of historic farmsteads to subdivision development and other projects. The widening of rural roads may threaten archeological sites, as well as above-ground farm structures.

While some change is inevitable, the gradual disappearance of historic agricultural resources leaves the state with fewer visible reminders of a significant part of its past. For these reasons, it is more important than ever that agrarian properties be evaluated for their eligibility for the National Register of Historic Places. Study and documentation may help create an appreciation of the intrinsic value of these resources, as well as a better understanding of their role in Georgia's history.

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The agricultural context will be posted on the Georgia SHPO web site <www.gashpo.org>.

Dennis Gimmestad

Documenting Minnesota's Agricultural Heritage

The Nansen Historic District

A decade ago, the arrival of the National Register Bulletin on rural historic landscapes at the Minnesota State Historic Preservation Office (SHPO) created some concern. Up to that point, Minnesota's vast agricultural heritage showed up on the National Register as a scattering of agricultural building complexes along with some mills and elevators and processing facilities. As one of the state's primary cultural activities, agriculture was seriously under-represented. The bulletin called the question.

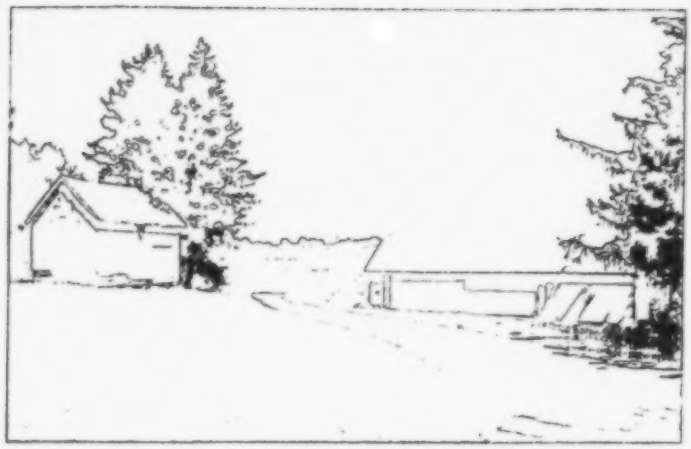
But where to start, given the complexity and breadth of the story of farming? A new emphasis in planning for the state's primary growth corridor, 150 miles from St. Cloud through the Twin Cities to Rochester—along with a special state appropriation from the Legislative Commission on Minnesota Resources—brought focus to the issue. Two goals emerged: to locate and document a historic agricultural district of good integrity and to work with public and private interests to chart ways to help preserve that district within the context of overall land-use planning frameworks.

Working with consultants from Mead and Hunt, the Minnesota SHPO conducted a reconnaissance survey of the growth corridor and identified four study areas. These were areas that informants described as "unspoiled," "lacking significant urban development," "scenic," or "featuring a long history of farming as the predominant activity." Immediately, the National Register Bulletin's guidelines on landscape characteristics and integrity came into play to help distinguish a historic agricultural district within the larger category of farming areas that had simply escaped urban encroachment. Three of the study areas, while still essentially rural in character, were found to have undergone tremendous change in patterns of spatial organization, circulation networks, boundaries, vegetation, buildings, and other factors, often due to changes in agricultural practices themselves.[1]

The fourth study area, located mid-way between the Twin Cities and Rochester in the Sogn Valley, was chosen for detailed documentation and analysis. An intensive survey of about three dozen farms confirmed a high degree of retention in field patterns, buildings, and other components. The evaluation of the survey data concluded that the area met National Register of Historic Places (NRHP) criteria as a historic district.

At this point, a linear approach to the historic preservation process might have called for nominating the district to the Register, and then following up the nomination process with a plan for appropriate treatment. Instead, the formulation of a treatment plan for the area immediately followed the evaluation of eligibility. Although the draft NRHP form was also prepared immediately after evaluation, the public process of nomination and listing was delayed and was incorporated as one of the potential treatment activities in the plan.

The siting of buildings like the barn on the Anders Erickson Haugen Farm responds to the rolling nature of the topography of the district.



Roads, tree lines, field configurations, buildings, and structures (P. O. Underdahl Farm), and topography all contribute to the patterns of spatial organization in the Nansen Agricultural Historic District.

Working with residents and with several public agencies and private organizations, BRW, Inc. planning consultants developed a historic preservation strategy with three general goals: Education and Recognition, Stewardship and Incentives, and Land Management.[2] Twenty recommended actions were included under these goals. One of the recommended actions (#2 under Education and Recognition) was National Register listing. This approach of treating the nomination process as a treatment activity brought several benefits:

1. The process of developing the planning strategy moved concurrently with the assembly of data for the National Register form, rather than following it. The district's defining historical characteristics that were being documented as part of the draft nomination form could help focus the plan. Conversely, the planning needs could influence questions of format and content in the draft nomination form. For example, the mapping format used in the nomination form grew out of the planning discussions.
2. The public workshops held as part of the planning process could include a discussion of the National Register as a prelude to listing. When historic districts are proposed for possible nomination, it is not uncommon for there to be considerable concern among property owners, local agencies, and others about the long-term implications of having a property listed. The planning workshops were a good opportunity to provide details about what National Register listing means (and doesn't mean), and about how the listing relates to other programs. It also provided a number of opportunities over several months to discuss the listing process with interested parties.
3. The educational and recognition value of the nomination process itself could be emphasized. The newspaper articles that usually appear at the time of a State Review Board meeting, and the board meeting itself, are often underutilized opportunities to tell the story of a historic district to new audiences. And the review and listing of properties by the Keeper of the National Register adds another level of recognition.

The other 19 actions in the plan included interpreration, oral histories, grants, easement programs, re-use studies, and better integration of cultural resource issues in existing land-use programs. Many of these activities are long term by nature, and they will rely on the initiative of a wide variety of players.

Following completion of the plan, the SHPO initiated the nomination process as one step toward plan implementation. Although there were still some objections to the potential listing of the district, the relationships that had been built through the survey and the planning process ensured a much higher level of understanding of the National Register program. Even the name of the district had changed as a result of planning discussions. Initially called the Sogn Valley Historic District, local residents pointed out that the Sogn Valley was a much larger area than the proposed district, and that historic activities in the district had really been focused on the hamlet of Nansen, named for explorer Fridtjof Nansen by the area's Norwegian settlers. The review board approved the Nansen Agricultural Historic District on March 21, 2000, and the Keeper subsequently listed it on the National Register November 15, 2000.

To date, some of the plan's other recommendations have been initiated, including interviews with three residents by the Minnesota Historical Society Oral History Office. Other recommended actions await further consideration by the various players identified in the process. The long-range outcome—whether this area's historical character will survive—is certainly not clear at this point. [3]

Yet, for the many residents who have long valued and appreciated the qualities of the area, the National Register has added a significant element to the push-and-pull of forces that will shape the Sogn Valley's future. The National Register Bulletin set forth the viability of the rural historic district concept; the National

Register documentation on the district's barns, fields, wood lots, roads, and other features focused perceptions and planning discussions; the National Register evaluation highlighted the distinctive nature of the historical continuity in this district, as compared to many other farming areas; and the National Register listing brought recognition and appreciation of the district as an important historic environment. Although the historic district's future is far from guaranteed, an important new dimension will be present as that course unfolds.

Notes

1 Mead & Hunt, "Minnesota's Historic Agricultural Landscapes: Phase I Report," State Historic Preservation Office, St. Paul, 1997; Mead & Hunt, "Minnesota's Historical Agricultural Landscapes: Phase II Report," State Historic Preservation Office, St. Paul, 1998.

2 Sluss, Jackie, et al., *Managing a Working Landscape: A Protection Strategy for the Nansen Agricultural Historic District, Goodhue County, Minnesota* (St. Paul: State Historic Preservation Office, 1999).

3 The Minnesota SHPO also produced a manual on agricultural historic landscapes for statewide use. See: Sluss, Jackie, et al., *Preserving Minnesota: Inventorying, Managing and Preserving Agricultural Historic Landscapes in Minnesota* (St. Paul: State Historic Preservation Office, 1999).

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Photos by Mead & Hunt, courtesy the Minnesota Historical Society.

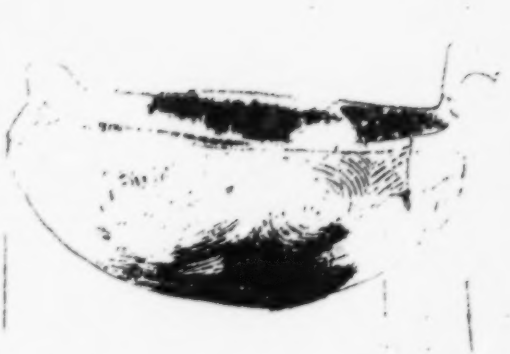
Erika Martin Seibert

Multiple Property Documentation for Planning and Interpreting Archeological Resources

Multiple Property Submissions (MPS) is an under-used nomination format that provides valuable contexts for current historical and archeological research and for public outreach opportunities such as inclusion in National Register educational programs like Teaching with Historic Places lesson plans and the National Register travel itineraries.[1] These documents may be used as frameworks for documentation, assessment, education, and eligibility decisions. They encompass a broad range of topics and themes. Currently, there are 175 MPS nominations for archeological properties from 39 states in our files.[2]

Archeological sites, and the research that takes place on them, often provide a different perspective on the past then do other types of properties listed in the National Register of Historic Places. Although it could be argued that most places listed in the Register are examples of material culture, archeological materials supply detailed information on the daily lives and activities of past peoples and cultures. Examining issues such as diet, health, tool making, settlement patterns, and consumer behavior through patterns in the archeological record allows us a more complete window into the past and a broader perspective on our social and cultural history.

Although archeology is an important part of the historic preservation framework, it is often overlooked because the nature of the archeological record is such that much of this information is buried or invisible to the untrained eye. Archeological sites often do not visually convey their significance; rather, someone familiar with the discipline must articulate what types of important information those invisible deposits might yield. There are many reasons that archeological properties continue to be the most underrepresented property type in the National Register of Historic Places, but their invisibility contributes to the dearth of significant sites on this important list.



The Gulf Islands National Seashore is primarily an area of natural resources; however, the MPS documentation, Prehistoric and Historic Archeological Properties of the Naval Live Oaks Reservation, has identified contexts associated with the archeological remains of the Late Archaic, Woodland, Mississippi, First Spanish period, Early American period, and the Antebellum period stretching from 4000 B.C. to A.D. 1860. Photo by Dan McCloud, courtesy University of Florida Archaeology Institute.

MPS documentation is a valuable resource for providing a larger comparative framework for understanding the significance of archeological sites and their relationships to other types of properties. This type of documentation includes the identification of relevant contexts, geographical information, property type and resource descriptions, research design(s), and registration (i.e., eligibility) requirements. MPS documentation is a significant and under-used resource for articulating the value of archeological resources, and for use as a planning and interpretive tool. Additionally, using this type of documentation makes it much easier to list sites in the National Register because contextual information does not have to be repeated on individual sites that are nominated under the cover documentation.

Specifically, there are several ways in which MPS documentation can be used to promote the preservation of archeological sites:

Documenting multiple histories. For national parks in particular, documenting and listing archeological sites that may not be associated with the "mission" of a park promotes the National Park Service's role as steward of the lands set aside for preservation and our role in representing all facets of our nation's past, including national, state, and local histories. For instance, a Civil War battlefield may also contain important industrial archeological features, or a natural park manager may want to interpret early use and settlement of the area prior to the establishment of the park.

Recognizing these resources also promotes a more inclusive history, particularly for people whose history has been poorly documented, is severely biased, or for which there exists no written record such as American Indians, African Americans, women, and children. Articulating the significance of archeological resources often connects local and regional communities with their past and promotes a more holistic view of the pasts that we share as Americans.

Education. MPS documentation can be used to educate maintenance and interpretive staff and public and private landowners as to the location and significance of archeological resources, thereby encouraging responsible stewardship. Such documentation can raise awareness about the value of archeological research, thus increasing its visibility. For instance, historical archeologists, particularly those who study the recent past, are often called upon to explain the value of archeological research on sites that are well documented in the written record. MPS documentation outlines a research design for a particular context, which can express the unique ability of historical archeology to answer questions using both the documentary and material record (as well as oral histories, ethnographic, and other types of evidence) that could not be answered by using one type of evidence alone or are answered more thoroughly using multiple lines of evidence. For example, the Potts Plantation, an individual nomination under the *Rural Resources of Mecklenburg County,* MPS, is a cultural landscape that includes the remains of five separate tenant farm complexes. The sites represent not only a long period in the history of the plantation, but also the shift from slave labor to a paid tenant system in North Carolina. Several African-American families, possibly former slaves on the plantation, lived on these sites. A combination of documentary, archeological, and ethnohistorical data could provide information concerning the affect of tenancy on culture (Orser 1988), cultural adaptation to changing economic situations, and culturally determined structure placement and space usage (Clauser 1985) (Hood 1997:41). This documentation can articulate the location and research significance of such sites and thus, better inform management decisions.

Assessment. Another use of MPS documentation is to assess current and past impacts on archeological resources and to update park and/or public files. Clarifying the significance and information potential of archeological properties in this format is one way to facilitate making informed decisions about the long-term management of archeological resources. MPS documentation provides the broad comparative framework within which the condition of sites

Tenant House #4 from Potts Plantation. The site was listed under the Rural Resources of Mecklenburg County, MPS, North Carolina. Photo by Davyd Foard Hood, courtesy North Carolina Division of Archives & History.

can be assessed and decisions can be made about the range of appropriate treatments.

Eligibility decisions. On a similar note, MPS documentation is especially useful for making decisions about the eligibility of redundant resources such as lithic scatters or 20th century tenant farm sites. MPS cover documentation includes the development of historic contexts (key in making eligibility decisions), research and, in some cases, sampling designs and documenting protocols which can help to identify and prioritize redundant site types at local, statewide and/or regional levels. Property type categories established in the documentation include a critical element for questions of eligibility—registration requirements. Determined by analyzing current data on the types of sites and related properties in relationship to the National Register criteria and areas of significance, registration requirements state the characteristics that make properties eligible for listing in the National Register.

The area identified for a Multiple Property Submission (like a county or a geographical/natural feature such as a mountain range or river drainage) may contain several other types of resources which do not have to be addressed if the submission is only focusing on one resource type. However, documentation can also include a variety of resources under a Multiple Property Submission that are tied together by a common context or themes. Furthermore, submissions are based on current data (known sites) and sites can continually be added as more survey and inventory work is completed.

The National Register is about the preservation and commemoration of important places in American history. If we do not consider invisible places, does the National Register list accurately represent all those places that are important in our history? There are many advantages to using Multiple Property Submissions to identify and list archeological properties; making these resources visible is one of the most valuable benefits.

Notes

1 The Teaching with Historic Places program has five lesson plans devoted to archeological properties: Frederica, an 18th century planned community on St. Simons Island in Georgia: Gran Quivira, a Pueblo village in New Mexico occupied from the 7th century to the arrival of the Spanish in the early 17th century; Knife River National Historic Site in North Dakota which includes more than 50 sites associated with the Northern Plains Indians spanning approximately 8,000 years; Mammoth Cave in southwestern Kentucky with remains associated with the early Woodland period and archeological investigations for the past 76 years; and Saugus Iron Works in Massachusetts, the site of an ironworks along the Saugus River which dates from 1646-1668. See also the first National Register travel itinerary devoted specifically to accessible archeological properties: *Indian Mounds of Mississippi*, based on the pamphlet prepared by the Mississippi Department of Archives and History and the Southeast Archeological Center.

2 For a list of Multiple Property documents associated with archeological properties, see Appendix B in the National Register Bulletin, *Guidelines for Evaluating and Registering Archeological Properties.* A list of Multiple Properties can also be found on the web at <www.cr.nps.gov/nr/research/mplist.htm>.

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Useful National Register Bulletins:

Guidelines for Evaluating and Registering Archeological Properties

How to Complete the National Register Multiple Property Documentation Form

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Linda Flint McClelland

Historic Residential Suburbs in the National Register

The body of literature on America's suburbanization is vast and growing, covering many disciplines and reflecting diverse opinions. The National Register will soon be publishing the bulletin, *Guidelines for Evaluating and Documenting Historic Residential Suburbs,* which brings together information about current scholarship and preservation practice relating to the history of suburban neighborhoods in the United States. The bulletin has been developed in tandem with a national multiple property listing entitled, *Historic Residential Suburbs in the United States, 1830-1960,* under which related properties may be listed in the National Register of Historic Places. Because the context contained in the multiple property form brings together information nowhere else compiled in a single source, a condensed version has been included to enhance the bulletin's usefulness. Together, they are intended to encourage the expansion of existing historic resources surveys, foster the development of local and metropolitan suburbanization contexts, and facilitate the nomination of residential historic districts and other suburban places to the National Register.

The National Park Service is greatly indebted to Professor David L. Ames of the Center for Historic Architecture and Design, University of Delaware, for documenting the rich history of America's suburbs in *A Context and Guidelines for Evaluating America's Historic Suburbs for the National Register of Historic Places,* which was circulated widely for review and comment in the fall of 1998. In response to the many comments received, we broadened the bulletin's scope to include related areas, such as: the highly influential FHA principles of housing and subdivision design of the 1930s; trends in African-American suburbanization; prefabricated methods of house construction; and the landscape design of home grounds and suburban yards. The sources for recommended reading and for researching local suburban history and historic neighborhoods have been substantially expanded. The conceptual framework of chronological periods based on developments in transportation technology and subdivision planning and the contextually-based survey methodology introduced by Dr. Ames, however, remain at the core of the current bulletin and multiple property form. We believe they represent a sound and useful approach for evaluating the nation's rich legacy of suburban properties.

Suburbs are of growing interest to preservation advocates who see them as important parts of our heritage. Scholars of the American landscape and built environment recognize in suburbs the synthesis of several aspects of design, including community planning and development,

Guilford Historic District, Baltimore, Maryland. Photo by Greg Pease, courtesy Maryland Historical Trust.

architecture, and landscape architecture. Suburban neighborhoods were generally platted, subdivided, and developed according to a plan, often following the professional principles of design practiced by planners and landscape architects. For these reasons, this bulletin puts forth a landscape approach consistent with that presented in an earlier National Register Bulletin on designed and rural historic districts, but adapted to the special characteristics of suburban neighborhoods. The landscape approach presented is based on an understanding that suburban neighborhoods possess important landscape characteristics and typically took form in a three layered process: selection of location; platting and layout; and design of the house and yard.

Documenting Historic Neighborhoods as Cultural Landscapes

Many of America's residential suburbs resulted from the collaboration of developers, planners, civil engineers, architects, and landscape architects. The contributions of these professional groups, individually and collectively, give American suburbs their characteristic identity as historic neighborhoods, collections of residential architecture, and designed landscapes. In addition to the professionally-designed plans and landscaped settings of many historic subdivisions, countless vernacular landscapes have been shaped by homebuilders, seeking conformity with local zoning regulations and national policy, and homeowners, following popular trends in home design and gardening. Historic residential suburbs reflect land-use decisions and landscape design in three layers:

Location. A number of factors typically influenced the selection of a location for residential development, the foremost being the presence of a transportation system that made daily commuting to the city or other places of employment possible. For this reason, the bulletin sets forth a conceptual framework of chronological periods based on advances in transportation which extend from the use of railroads, horse-drawn cars, and electric streetcars in the 19th century to expansive rise of automobile ownership and introduction of express highways by the mid-20th century. Other factors include demographic trends, local demand for housing, opportunities for employment, local zoning regulations, availability of water and other utilities, proximity to commercial or recreational facilities, and the cost of purchasing and developing a particular parcel of land. National Register evaluation requires that the history of a suburban neighborhood be viewed in relationship to broad patterns, such as transportation and industry, which shaped the larger metropolitan area of which it is a part.

Subdivision layout and design. Generally recorded in the form of a plat or a general development or master plan, the layout of a subdivision is characterized by the organization of space providing an internal circulation network, a system of utilities, blocks of buildable house lots, and, sometimes, community facilities, such as parks, playgrounds, and schools. A number of factors historically influenced subdivision design, including natural topography, site drainage, availability of utilities, picturesque qualities, and relationship to nearby roads or transportation systems. Subdivision design often reflected principles and practices drawn from the profession of landscape architecture and legal tools, such as deed restrictions, to ensure that a developer's vision and homeowners' expectations were fulfilled.

Suburban design in the United States evolved in several stages beginning with the picturesque suburbs in the naturalistic landscape gardening tradition of the mid-19th century. Influenced by the City Beautiful movement, Progressive-era reforms, and American garden-city planning, planned garden communities emerged in a variety of forms in the early 20th century. In the 1930s, Federal Housing Administration (FHA) standards and an approval process for mortgage insurance institutionalized established principles and practices of landscape architecture and community planning for the design of neighborhoods of small, affordable houses. The public and private partnership encouraging home ownership for most Americans gained unprecedented momentum after World War II, resulting in large-scale suburban growth of homogeneous neighborhoods and the creation of what is often disparagingly called "tract" housing.

Documenting this layer requires a knowledge of the principal trends in subdivision design; roles of real estate developers, site planners, homebuilders, architects, and landscape architects at various periods of history; contributions of well-known theorists and practitioners to American landscape design; and influential examples that established precedents or served as models locally, regionally, or nationally.

Design of house and yard, or home grounds. This layer represents the spatial arrangement of each home with its dwelling, garage, lawns, walks, driveway, walls and fences, plantings, and activity areas. This layer typically reflects information about the economic status, lifestyle, and social and cultural attitudes of a neighborhood's residents. The design of the house and yard may be influenced by deed restrictions, subdivision regulations, prevailing trends in building construction, changing transportation technologies, and, beginning in the 1930s, FHA standards. Documenting this layer requires a knowledge of the chronological periods of suburban development and the popular house styles and gardening practices associated with each period; the evolution of house design theory and practice in the United States; and a familiarity with the pattern books, landscape guides, and popular magazines that historically influenced house construction, yard design, and regional gardening practices.

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Recent National Register Listings

Through National Register listings, scholars and preservationists are helping to document the nation's rich legacy of residential suburbs and have contributed substantially to our understanding of America's suburbanization. Research for the bulletin, *Guidelines for Evaluating and Documenting Historic Residential Suburbs*, relied on National Register documentation to illustrate and verify the broad national patterns documented by academic studies and other secondary sources.

More than 7,000 residential districts have been listed in the National Register of Historic Places since 1966. This impressive record attests to the wealth of professional expertise in state historic preservation programs and elsewhere in the preservation field, and to the great interest nationwide in recognizing historic neighborhoods as livable places worthy of preservation.

Recent listings include:

Woodland Place (1910-1925), Des Moines, Polk County, Iowa, (Des Moines Residential Growth and Development, 1900-1942: The Bungalow and Square House, MPS). (NR—11/21/00)

Guilford (1912-1950), Baltimore, Maryland. (NR—7/19/01)

Shaker Village (Boundary Increase) (1919-1950), Cleveland, Cuyahoga County, Ohio. (NR—Shaker Square, 7/1/76, boundary increased 12/9/83; Shaker Village, 5/31/84, boundary increased 1/5/01)

Crestwood (1920-1947), Kansas City, Jackson County, Missouri. (NR—10/8/98)

Chatham Village (c. 1929-1956), Pittsburgh, Allegheny County, Pennsylvania. (NR—11/25/98)

Monte Vista and College View (1926-1957), Albuquerque, Bernalillo County, New Mexico. (Twentieth Century Suburban Growth of Albuquerque, MPS). (NR—8/3/01)

Parkfairfax (1941-1943), Alexandria, Virginia. (NR—2/2/99)

East Alvarado (1929-1948), Maricopa County, Arizona. (Residential Subdivisions and Architecture in Phoenix, 1912-1950, MPS). (NR—2/18/00)

Park Hill (1922-1950), North Little Rock, Pulaski County, Arkansas. (NR-8/16/00)

Arapahoe Acres (1949-1957), Englewood, Arapahoe County, Colorado. (NR—11/3/98)

Glenview (1908-1968), Memphis, Shelby County, Tennessee. (Residential Resources of Memphis, MPS). (NR—10/7/99)

See *CRM Online* for additional information about these properties.

Paul R. Lusignan

Public Housing in the United States, 1933-1949

For many people, the term "public housing" conjures up negative images of crime, urban decay and failed government services, but it wasn't always so. During the 1930s and 1940s, planners, progressive housing reformers, and government officials alike saw government sponsored public housing as a viable solution to the squalor and disease of America's growing urban slums and as a much needed source of employment. The result was a series of programs that for the first time placed the federal government directly in the business of building safe, clean, modern housing to meet the needs of the country's most disadvantaged citizens.

Nearly 700 large-scale public housing projects, built either as "low-rent" housing during the Great Depression or as "defense housing" during World War II continue to operate today within the federal public housing program. These projects, the majority housed in low-rise modern-styled complexes, contain approximately 125,000 dwelling units that are in the inventories of nearly 250 local public housing authorities in 39 states, the District of Columbia, Puerto Rico, and the Virgin Islands. As the living legacy of the federal government's earliest public housing programs, these projects remain an important physical component of communities across the nation. Many of these resources, all now 50 years or older, are also being lost at an alarming rate, a casualty of evolving patterns of public policy and a lack of understanding of their significant role in American history.

In the late 1990s, the National Park Service in association with the U.S. Department of Housing and Urban Development (HUD), and the National Conference of State Historic Preservation Officers (NCSHPO) began developing a historic context study to place public housing constructed in the United States between 1930 and 1950 within a nationwide framework. A goal of this HUD-funded study was to establish criteria for evaluating the National Register eligibility of public housing projects constructed during this period, designed to aid local public housing authorities, HUD, federal, state, and tribal preservation officers, and others in meeting their federal preservation responsibilities.

The forthcoming results of this cooperative project will include a National Register Multiple Property Documentation Form entitled *Public Housing in the United States, 1933-1949*, and a bound study report incorporating a user's guide to assist local officials and other interested groups in understanding the National Register identification and evaluation process.

PWA Public Housing, 1933-1937

The origins of the federal public housing program can be traced to a series of government initiatives begun in the 1930s to combat the converging problems of unemployment, expanding slums, and insufficient housing during the Great Depression. In response to President Franklin D. Roosevelt's request for direct government intervention to spur national recovery from the Great Depression, Congress passed the National Industrial Recovery Act (NIRA) in June 1933. Title II of this act appropriated $3.3 billion for the creation of the Federal Emergency Administration of Public Works, commonly known as the Public Works Administration (PWA), a federal agency that could support the construction of public building projects, including housing, by making loans to limited-dividend corporations, by awarding grants to state or local agencies, or by building projects on its own.

The PWA's Housing Division undertook its first housing projects by providing low-interest loans to limited-dividend corporations, and between 1933 and 1935, seven limited-dividend public housing projects were constructed using this funding mechanism. Influenced by both the Garden City and European Modernist movements, architects for the PWA projects were encouraged to create innovative designs and plans incorporating the most modern materials.

Although the PWA limited-dividend housing projects were of high quality, rents were well beyond the means of most low-income families, and only one project complied with the PWA's objectives of creating new housing while at the same time clearing slum areas. The limited-dividend program was subsequently suspended and the PWA began the direct financing and construction of public housing projects.

When the PWA ended its housing responsibilities in the fall of 1937, it had accomplished the replacement of some of the country's worst urban slums with safe, modern housing, and set the stage for the development of even more extensive housing programs during the later 1930s and 1940s.

USHA Public Housing, 1937-1940

The passage of the United States Housing Act in 1937 renewed the federal commitment to providing decent, affordable housing for America's urban poor, and also created the federally-funded, locally-operated public housing program that still functions today. Under this decentralized program, local public housing authorities were given primary responsibility for initiating, designing, building, and operating their own housing projects, while the newly created United States Housing Authority (USHA) provided program direction, financial support, and technical and design assistance. With these new federal funding mechanisms and policies in place, the USHA spurred local public housing authorities to construct more than 370 projects, which housed nearly 120,000 families at a cost of approximately $540 million.

World War II-era Housing, 1940-1949

In 1939, with the nation's economy seemingly stronger and the construction industry appearing to have recovered from the Depression, Congress refused to consider a bill to extend the USHA programs beyond the three-year term originally mandated. As the country's attention turned increasingly toward war, the priority of housing advocates shifted from public housing to defense housing. All low-rent public housing projects were re-assessed for their possible contribution to national defense programs. Projects under construction in defense industry centers were converted for use solely by war workers and their families, and local housing authorities in strategic defense areas quickly converted unfinished projects from public housing to defense housing.

By early 1942, more than 65,000 low-rent public housing units that had been under construction or ready for occupancy in late 1940 were converted to defense housing. Many of the defense housing projects built during the war were converted to low-rent housing as soon as they were no longer essential to wartime needs and absorbed into the expanding public housing program.

The government's emphasis on speed of construction and economy of materials was extended in October 1940 with the passage of the Lanham Act, which appropriated $150 million to the Federal Works Agency to provide massive amounts of housing in congested defense industry centers. Between 1940 and 1944, the federal government built approximately 625,000 housing units under the Lanham Act and its amendments. More than 580,000 of these units were of temporary construction, such as demountable plywood dormitories and trailers that were destroyed after the war. Although the wartime operations reflected a marked change in direction from earlier public housing programs, they nevertheless represented a significant aspect of government activity on the home front.

With the enactment of the Housing Act of 1949, America's public housing program entered a new phase, one more directly linked to substantial urban renewal efforts, and with it the character of public housing witnessed a marked transformation in architecture, architectural theory, and public policy from the distinct early years of the federal housing program.

The "public housing" built during the period 1930-1949 infused communities both large and small throughout the country with thousands of modern and affordable dwelling units, which represented highly successful cooperative efforts by local and government agencies to provide housing and employment during times of desperate need.

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W. Brown Morton III

Using the National Register as a Teaching Tool

The National Register program is to American historic preservation as the Bill of Rights is to the United States Constitution: a powerful development of an earlier idea. The National Historic Preservation Act of 1966 did not create the National Register of Historic Places. The Act directs the Secretary of the Interior to "expand and maintain" a National Register of Historic Places.[1] The idea was already there. An official national survey and listing of sites of historic significance had been authorized by Congress in the Historic Sits Act of 1935.[2]

The great contribution of the fully operational National Register program, developed in the years immediately following the 1966 Act, was to establish a nationally agreed-upon system to identify, evaluate, and list historic sites of value, be they of local, state, or national importance. Developing such a system was no easy task, given the exceptionally wide range of the nation's cultural resources, the multiplicity of ethnic and cultural lenses through which such resources were perceived, and the dangers inherent in reducing the connective tissue of past and present cultures to a single bureaucratic list. The 1966 Act itself, the later regulations, and the National Register criteria gave bureaucrats, grass roots advocates, and scholars alike what amounted to checklists for thinking about preservation. "Repeat after me," the National Register program was saying to the nation, "districts, sites, buildings, structures and objects significant in American history, architecture, archeology, engineering and culture," possessing "integrity of location, design, setting, materials, workmanship, feeling, and association."[3] "Repeat after me, Criteria A, B, C, and D."[4] The American preservation community learned that cemeteries, birthplaces, graves, religious properties, relocated structures, reconstructed buildings, commemorative properties, and properties less than 50 years old are no-nos for listing except when... [Fill-in-the-blank and listen for sighs of relief from sea to shining sea]. From the moment the program was put in place the National Register became a national teaching tool.

From left, former George Washington University intern, now NCSHPO historian with the National Register, Shannon Bell, with summer 2001 interns Tania Uriarte-Méndez (University of Puerto Rico), Michael Briscoe (Mary Washington College) and Maya Harris (Howard University) with Keeper Carol Shull. Photo by Beth Boland.

The National Register program as "teacher" transformed the fledgling Advisory Council on Historic Preservation, every newly formed state historic preservation office, the National Trust for Historic Preservation, and countless private and local preservation organizations into virtual classrooms. William J. Murtagh, the first Keeper of the National Register, trained his staff, while leading the way by personal example, to criss-cross the country—by letter, phone, or in the flesh—to repeat the National Register mantras to thousands of "learners." Starting in the 1970s, the National Register staff responded to their role as teacher by developing and disseminating a truly impressive series of "how-to" publications, now issued as National Register Bulletins, with more than 23 titles in print.

As formal historic preservation training programs began to develop in American colleges and universities, starting with the graduate program in historic preservation at Columbia University in New York in 1964, the information developed by the National Register program became part and parcel of formal academic education.[5] Today,

the National Council for Preservation Education lists 10 undergraduate historic preservation degree and certificate programs, 18 graduate degree programs and 30 allied graduate degree and certificate programs.[6]

Mary Washington College in Fredericksburg, Virginia, created its Center for Historic Preservation in 1979. In 1983, Mary Washington College became the first institution of higher learning in the United States to establish a Department of Historic Preservation.[7] In the fall semester of 2001, the Mary Washington College Department of Historic Preservation has 107 majors.[8] All of them have used the National Register as a teaching tool.

Thirty-nine credit hours in the Department of Historic Preservation are required at Mary Washington College to complete the historic preservation major. Thirty-one separate courses are offered in the 2001-2003 Academic Catalog.[9] The National Register program is included as a specific teaching component or resource in five of the course syllabi: HISP 102: Preserving Historic America; HISP 312: Landscape Preservation; HISP 405: Survey and Planning; HISP 471: Theories and Practice of Cultural Resource Management; and HISP 490: Senior Research Project.

HISP 102: The American Heritage is taught in multiple sections by several members of the Department of Historic Preservation faculty. This is an entry-level course in the major that teaches the history of historic preservation in the United States and the structure of the current national, state, and local preservation system. In this course, the National Historic Preservation Act of 1966, the structure of the National Register program, and the National Register criteria are studied in detail.

HISP 312: Landscape Preservation, taught by Professor Wendy Price, uses National Register Bulletin 18: *How to Evaluate and Nominate Designed Historic Landscapes*; National Register Bulletin 40: *Guidelines for Identifying, Evaluating and Registering America's Historic Battlefields*; and National Register Bulletin 41: *Guidelines for Evaluating and Registering Cemeteries and Burial Places.*

There is a major National Register assignment in HISP 405: Survey and Planning, also taught by Professor Price. Each student is required to prepare draft sections of a National Register nomination with emphasis on the significance statement and architectural description. The students use fieldwork data developed in HISP 305: American Building.

Professor Douglas Sanford uses the National Register as a teaching tool in his class HISP 471EE: Theories and Practice of Cultural Resource Management. Students are asked to carry out an assessment of local resources using National Register inventories and state contexts.

Every historic preservation major is required under the supervision of an individual faculty member to prepare a senior research project, (HISP 490). This may include the preparation of a complete National Register nomination for an eligible property. In 2000, graduating senior Cory Kegerise, working with Professor Price as his advisor, devoted his senior research project to preparing a National Register of Historic Places nomination of Mensch Mill, Alburtis, Pennsylvania. His nomination form was submitted to the Mary Washington College Student Writing Contest sponsored by the Writing Intensive Program and was selected as one of six winners from a field of 24 finalists.[10]

The National Register program and its publications are also well integrated into the teaching and research components of many other courses including HISP 207: American Archaeology, taught by Professor Sanford. He explains, "I discuss the National Register in relation to the issue of determining the archeological resource's 'significance'—including the ins and outs of such terms as importance, relevance, representative quality, and research value. It also plays a major role in lectures concerning cultural resource man-

I think that the [intern] program is excellent. When I applied, I did not have a clear idea of how everything worked, but I wanted to try a new experience. And that experience has been better than what I initially thought it could be. I recommend this program to everyone who wants a challenge, an opportunity to grow and to gain professional experience.

Tania Uriarte-Méndez

Ms. Uriarte-Méndez is a law student from Caguas, Puerto Rico. She worked at the National Register's Teaching with Historic Places program through the NPS Cultural Diversity Internship Program, administered through the Student Conservation Association (SCA).

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agement and the Section 106 process, including how 'significance' and being 'on or eligible for' NR listing is a key determinant in how CRM projects move from Phase I to II to III. The course's second writing assignment involves the evaluation of a CRM archaeological report, and part of that task means interpreting how the authors/archaeologists handled the issue of significance."[11]

In HISP 302: Preservation Law and HISP 309: Preservation and Economic Development, Professor Price, who teaches both of these courses comments, "The National Register comes up in HISP 302 not just because of the tax credits, but in our discussion of federal legislation (especially the National Historic Preservation Act and the National Environmental Policy Act), state legislation and local ordinances." The National Register comes up in Professor Price's HISP 309 because of a discussion about state tax credit and abatement programs as well as economic development tools and programs relating to historic resources.[12]

HISP 305: American Building investigates American buildings from the prehistoric period up to the present day. Taught by Professor Gary Stanton and this author, the fieldwork for this course requires the examination, documentation, analysis, and description of a specific historic building. The standards for this project are based on those promulgated by the National Register and the Historic American Buildings Survey.

Professor Stanton comments that in his classes HISP 325: Vernacular Architecture, HISP 345: Computer Applications in Historic Preservation, and HISP 464: Laboratory in Public Folklore and Cultural Conservation, "The criteria of the National Register form part of our discussion, either comparing the NR with our discussion subject, or emphasizing that components of significance and context in these classes resonate with the concepts of the NR."[13]

This author includes a National Register component in HISP 470: Historic Preservation in Scotland, which is taught as an annual three-week international summer school in cooperation with the Scott Sutherland School of Architecture at the Robert Gordon University in Aberdeen. In this class, the National Register system is compared with the Scottish system of "listing" historic properties. The differing criteria for listing used in both countries are also examined.

The National Register program has also served as a valuable teaching tool at Mary Washington College by providing internships in the Washington office of the National Park Service for majors such as Barbara Copp and Michael Briscoe. This "hands-on" experience provides students with an opportunity to see the program from the inside out and to make important contact with professionals in the field.

The importance of the National Register as a teaching tool cannot be over-appreciated. Because it is the program that defines and supports the national, state, and local partnership that distinguishes American preservation at the present time, it must be intellectually coherent enough to protect a wide range of cultural resources and flexible enough to function efficiently in an increasingly unpredictable but always precious world.

Notes

1 National Historic Preservation Act of 1966, as amended through 1992. (16 U.S.C. 470 et seq.)
2 Historic Sites Act of 1935 (49 U.S.C. 303, Public Law 100-17, 1987).
3 NHPA, Title 4, Sec. 101 (a) (1) (A).
4 National Register Bulletin 16A, pg. 37.
5 William J. Murtagh, *Keeping Time: The History and Theory of Preservation in America* (Pittstown, New Jersey: Main Street Press, 1988), 207
6 National Council for Preservation Education, Academic Programs in Historic Preservation Programs and Allied Fields. http://www.uvm.edu/histpres/ncpe/chart.html
7 William B. Crawley, Jr. "A Decade of Historic Preservation: Saving the Past for the Future," in *Mary Washington College Today*, Winter, 1991.
8 Mary Washington College Department of Historic Preservation list of enrolled majors, October 19, 2001.
9 Mary Washington College 2001-2003 Academic Catalog, pp. 113-116.
10 Cory Kegerise, "HISP 490: National Register of Historic Places Nomination of Mensch Mill, Alburtus, Pennsylvania," December 7, 2000.
11 Professor Douglas Sanford. E-mail to Brown Morton, "Re: CRM-NR article," Oct. 10, 2001.
12 Professor Wendy Price. E-mail to Brown Morton, "Re: CRM-N.R. research," Oct. 10, 2001.
13 Professor Gary Stanton. E-mail to Brown Morton, "Use of National Register," Oct. 11, 2001.

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Beth L. Savage

Spreading the Word

Fulfilling the National Register's Mission Online

The digital media is increasingly a reflection of our world—every view, every discipline, every commercial interest, every repository of knowledge. Because it is distributed, interactive, malleable, and lacking central control, it is a vehicle for revolutionary change in every discipline, attitude, and social structure. Never has there been a time of greater promise or peril.

Don Tapscott

Growing Up Digital: The Rise of the Net Generation

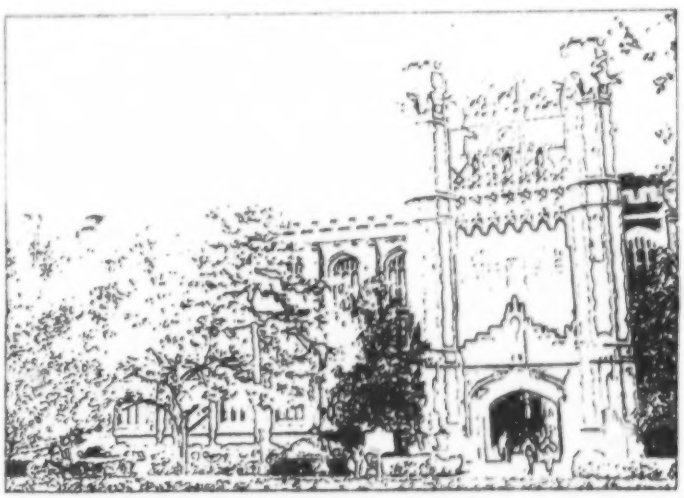
Encompassing a vast and diverse array of historic places throughout the United States and its territories, the National Register has been a catalyst for preserving properties, maintaining cultural traditions, commemorating community history, and revitalizing cities nationwide. The Register includes landmarks of American achievement as well as those that reflect the everyday lives of ordinary people in locales across the country.

The mission of the National Register program is to expand and maintain the National Register, to provide technical assistance to those seeking to nominate historic properties, to foster a national historic preservation ethic in partnerships with others, and to make information on National Register-listed places accessible to all members of the public through a variety of educational tools. The National Register's web site located at <www.cr.nps.gov/nr> is a primary vehicle to publish information about the National Register, its properties, programs and products. The Web is a most powerful tool for information dissemination as demonstrated by the exponential growth in site visitation since statistics have been collected. Currently comprised of more than 3,500 pages, approximately 50,000 weekly user sessions were tallied for the web site during fiscal year 2001. This award-winning site is a primary venue to engage the public by showcasing our partnership programs and products.

Beyond basic information on the National Register and the process of nominating places to it, the web site is generally organized by four seminal functions or uses of the National Register—Research, Publications, Travel, and Education—each of which provides access to a variety of products that further aspects of the Register's programmatic mission.

Research: The National Register Collection

About 74,000 properties have been listed in the National Register since its inception in 1966. Together, these files hold information on more than 1.2 million individual buildings, sites, districts, structures, and objects that provides links to the country's heritage at the national, state, and local levels. The documentation on each property consists of photographs, maps, and a National Register registration form, which provides a physical description of the place, information about its history and significance, and a bibliography. Researchers can take advantage of this unparalleled collection in a number of ways,



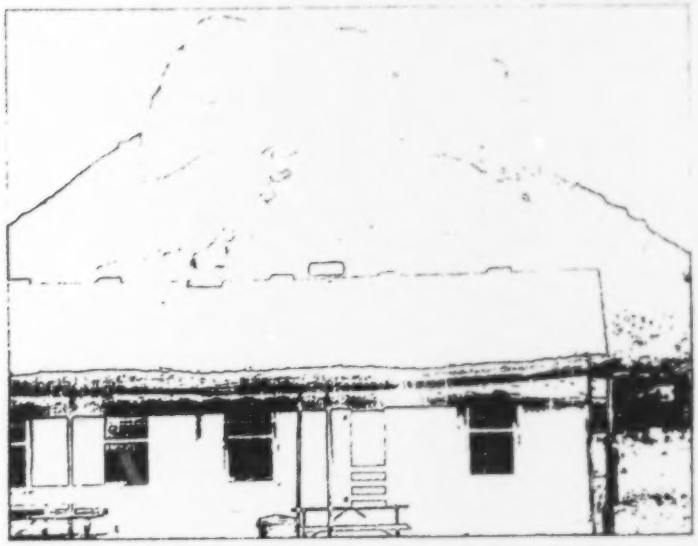
Bizzell Library at the University of Oklahoma, Norman, was designated a National Historic Landmark on January 3, 2001, for its pivotal role in the desegregation of American educational facilities. It was highlighted in the National Register's online African American History Month feature in 2001. Photo by Susan Salvatore.

some examples of which are illustrated by Rustin Quaide and Heather Cushman (see p. 45).

The National Register Information System (NRIS), a database that contains information on places listed in or determined eligible for the National Register of Historic Places, is available online at <www.nr.nps.gov>. At present, there are four searchable categories—name, location, agency, and theme—and more will be added in time. The name, location, and agency categories each include several ways of defining searches. Once the database matches the search query, it provides the name of the properties, their addresses, and links to pertinent web sites that may provide further information. These include National Register travel itineraries and Teaching with Historic Places lesson plans, and the records of the Historic American Buildings Survey and the Historic American Engineering Record.

From the Research page, Web visitors may also consult a list of Multiple Property Submissions (MPS), which organizes National Register documentation by historical themes, property types, or geographic areas. More than one third of all places nominated to the National Register are documented in this format and the context statements for these nominations often represent seminal research in the field of cultural resource management. Sarah Pope's article chronicles the project that is underway for digitizing these records for online access by spring 2002 (see p. 44). We hope to have several indexes to the MPSs available online at that time as well.

The Castolon Historic District, with Cerro Casteloan in the background, was featured in the National Register's online 2001 Hispanic Heritage Month feature and is the subject of a TwHP online lesson plan. Photo courtesy Big Bend National Park.



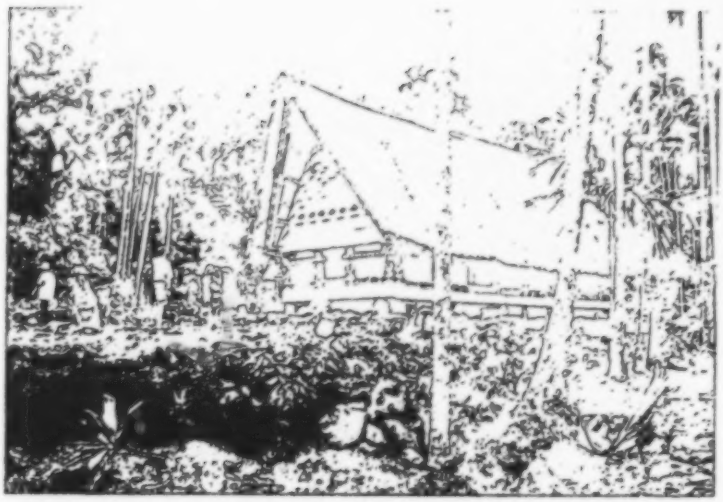
Publications

The National Register has developed a broad range of published and audiovisual materials to meet the needs of states, federal agencies, national parks, local governments, Indian tribes, and private citizens seeking to nominate properties and use the National Register. We offer several books and videos which describe properties already listed and different approaches to evaluating our past, such as *African American Historic Places* and *American Legacy: The Work of the National Register of Historic Places*. Our National Register Bulletin series provides guidance on evaluating, documenting, and listing different types of historic places. Bulletins are available online for topics ranging from the basics of *How to Apply the National Register Criteria for Evaluation* and *How to Complete the National Register Registration Form* to identifying, evaluating, and nominating such specific and varied property types as cemeteries and burial sites, battlefields, historic vessels, aviation-related properties, and designed landscapes. During fiscal year 2001, the publications pages of the web site received more than 2,000 weekly visits.

Travel

The National Register promotes heritage education and tourism through its travel itinerary series, *Discover Our Shared Heritage*, which makes it easy to explore America's extraordinary historic places. With our list of National Register itineraries growing regularly, the historic destinations available online or in person are virtually endless. Each itinerary is a self-guided tour to historic places listed in the Register. With information about national parks, National Historic Landmarks, and state and locally significant historic properties, these travel itineraries can help users plan their trips. The 20 itineraries online to date provide information on more than 900 historic places. Six new itineraries are currently in development, and more than 30 others are in the preliminary planning stages. As the library of travel itineraries expands the numbers of online visitors are steadily increasing, currently averaging about 25,000 visitors weekly.

The online itineraries include places linked geographically like Washington, DC, and the parishes of southeastern Louisiana. Other historic places are related to broad historic themes and may be geographically widely dispersed, such as those throughout 18 states contained in *All*



Featured in the National Register's online celebration of National Asian-Pacific Heritage Month last year was the Bai Ra Irrai (Men's Meeting House), Airai Village, Babelthup Island, Republic of Palau. Photo by David Look.

Aboard the Underground Railroad, each of which played a vital role in the system designed to assist escaped slaves prior to the Civil War. Likewise, the 49 places associated with the modern civil rights movement in *We Shall Overcome* span 21 states.

Itineraries are produced in partnership with the National Conference of State Historic Preservation Officers, the National Alliance of Preservation Commissions, communities, other federal agencies and preservation organizations. Spotlighting different cities, communities, and themes across the country, the itineraries expose online visitors to a huge variety of historic places. The travel itinerary program goals, discussed in Patrick Andrus' article, are reinforced by steadily increasing numbers of visitors to the travel section of the web site, and the growing interest expressed by communities and organizations seeking to partner with the National Register on new itineraries.

Education

The Teaching with Historic Places (TwHP) program is another major vehicle for the National Register's promotion of heritage education as described in Beth Boland's article.

The program uses properties listed in the National Register to enliven history, social studies, geography, civics, and other subjects through a variety of products and activities, available through its web pages, that help teachers bring historic places into the classroom. These include a series of classroom-ready lesson plans; guidance on using places to teach; information encouraging educators, historians, preservationists, site interpreters, and others to work together effectively; and professional development publications and training courses. Initially created in collaboration with the National Trust for Historic Preservation, the program grew out of a desire by both organizations to expand educational outreach.

The lesson plans form the core of the TwHP section of the National Register web site: in fiscal year 2001, 26 classroom-ready lesson plans were posted, bringing the total number available online to more than 80. Lesson plans are indexed by subject, period, and geographical area. They cover a broad range of themes from 19th-century inland water transportation and women homesteading in the West, to ethnic heritage, the commercial automobile landscape, and the Cold War.

Special Features

The National Register celebrates the achievements of all Americans through a host of regularly published special features. These have honored African American Heritage Month, Women's History Month, Asian-Pacific Heritage Month, Historic Preservation Week, Hispanic Heritage Month, Family History, American Indian and Native Alaskan Heritage Month, and Veterans Day. These features integrate spotlighted historic properties, history in the parks, lesson plans, travel itineraries, and other related publications and activities.

Readers are invited to log on to the National Register's web site to discover programs and products that illustrate our rich, shared history and culture, stimulate efforts to learn about and preserve historic places, and foster community pride and heritage tourism. In all of the ways that have been mentioned, the National Register's web site is fulfilling our mission by spreading the word to vast numbers of online visitors about the meaningfulness of preserving historic places as living parts of communities across the country and beyond.

Beth L. Savage, architectural historian, manages the National Register of Historic Places web site, in Washington, DC. She is a guest editor of this issue of CRM.

Sarah Dillard Pope

Taking It on the Road

National Register Documentation Becomes Available Over the Internet

In 1994, Diane Miller reported on the valuable uses of the National Register Information System (NRIS) and the National Register collection, in her *CRM* article, "National Register Information is a Hidden Treasure" (*CRM* 17:2). At that time, online access to the NRIS was only available for states and federal agencies. The general public could request from the Register hard copy printouts if they needed a list of properties in their communities or the answer to a specific question. The National Register had not yet created a web site (the web site made its debut in 1995) and was only exploring the possibilities of this rather new technology. The database was, nonetheless, an important source of information for policy analysis, project planning, community awareness, and research. Eight years later, the NRIS remains an important source of information, but is now an expanded and more accessible tool. The database presently contains information on about 74,000 properties and is accessible through the Web at <www.nr.nps.gov>. Providing names of properties, their addresses, associated data elements (such as architectural style, significant dates, and applicable National Register criteria) and links to pertinent National Park Service web sites, the NRIS now links to quad maps for all National Register listings (except those that are address restricted, most commonly archeological sites).

In 2000, the National Register began to explore the possibility of digitizing its entire collection and integrating that information with the NRIS by consulting the Cornell Institute for Digital Collections (CIDC) on issues associated with conversion, funding, on-demand digitization, and database management. After meeting with representatives of the National Register and the National Historic Landmarks Survey and inspecting the collection, CIDC presented its findings to the program in spring 2001. With these recommendations, the National Register developed a work plan for digitizing the collection and making it available through the NRIS.

The first phase of the project, currently underway, is the digitization of the Multiple Property Documentation Forms or thematic covers. The National Register of Historic Places Multiple Property Documentation Form nominates groups of related significant properties. On it, the themes, trends, and patterns of history

The National Register Collection was a source of information for Gretchen Woelfe when researching windmills for her book, The Wind at Work, An Activity Guide to Windmills *(Chicago Review Press, 1997). Shown here is the Bronson Windmill in Fairfield, Connecticut, one of more than 20 windmills individually listed in the National Register.*

Researchers Take Advantage of the National Register Collection

The National Register's ever-growing collection reaches out to potential researchers with files documenting the nation's official list of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering and culture. The collection provides a physical description of each listed property, information about its history and significance, a bibliography, photographs, and maps.

The National Register collection is often used by government agencies and consulting firms, which use the documentation for policy analysis, project planning, evaluation, and registration assistance. Independent researchers and free-lance writers have also taken advantage of what can be found in this unparalleled body of information. Gretchen Woelfe used information gleaned from the National Register on the subject of windmills in her book, *The Wind at Work, An Activity Guide to Windmills* (Chicago Review Press, 1997). Marilyn J. Chiat, working with the Center for the Documentation and Preservation of Places of Worship, came to the National Register file collection to do first-hand research of places of worship in the United States. Her research into the files eventually produced *America's Religious Architecture, Sacred Places for Every Community*, published by John Wiley and Sons in 1997. Stating in the book's introduction that "(a) great deal of research for this book was conducted at the National Register of Historic Places," Ms. Chiat chose to concentrate on places of worship that were often community based, and "are the ones most often threatened with insensitive renovations or demolition." Freelance writer David Pike is using the National Register files for research on his book about New Mexico roadside historical markers. Oxford University Press has contracted with a number of distinguished historians to write a series of thematic books based on National Register documentation. Another publisher, Bookbinders, is working on a state guide using the National Register Collection. Frequently, the collection is used by individuals who simply want to find information about their historic house or neighborhood, an ancestral home, or a property associated with a significant person in history.

The National Register collection is located at 800 N. Capitol Street, NW, Washington, DC, and is open from 9:00 am to noon and 1:00 pm. to 4:00 pm, Monday through Friday. Copies of documentation can be received by contacting the National Register Reference Desk at 202-343-9559, or by email at <nr_reference@nps.gov>.

Rustin Quaide and *Heather Cushman*

shared by the properties are organized into historic contexts, property types, and registration requirements. The Multiple Property Documentation Form may be used to evaluate, nominate and register thematically-related historic properties simultaneously, or to establish the registration/eligibility requirements for properties that may be nominated in the future. One-third of the properties listed in the National Register have been submitted under Multiple Property Documentation Forms. A list of all thematic covers is available on the National Register web site at <www.cr.nps.gov/nr/research/mpslist.htm>.

The National Register chose to first digitize the thematic covers because as a management tool, the thematic approach can furnish essential information for historic preservation planning. They provide historic context information that can be used widely to assist in project planning, in identifying and evaluating cultural resources, and for public education and interpretation and other research. Furthermore, during the 1999 National Forum on Assessing Historic Significance for Transportation Programs, sponsored by the Transportation Research Board, the Federal Highway Administration, and the National Park Service, participants recommended that existing historic contexts be made available to transportation planners, other preservation professionals, and the public via the Internet. Historic contexts help federal, state, and local officials to make more informed decisions on the significance of historic properties and the impact of projects on these properties.

Section 106 and the National Register

In her 1994 article on archeology and the National Register,[1] Jan Townsend notes that

> Those who drafted the National Historic Preservation Act saw the National Register as a planning tool: its main purpose being a listing of properties at the federal, state, and local level that are worthy of preservation.

Listing and eligibility for listing in the National Register of Historic Places are pivotal components of Section 106 of the National Historic Preservation Act of 1966, as amended. This section of the Act states that

> The head of a Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State... shall prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license... take into account the effect of the undertaking on any district, site, building, structure or object that is included in or eligible for inclusion in the National Register.[2]

Have those implementing the mandates of Section 106 used the National Register as a planning tool? Does the National Register have a role in the Section 106 process beyond the use of the National Register criteria to evaluate resource significance?

A recent national forum on assessing cultural resource significance and a soon-to-be-completed nationwide survey on cultural resource significance decision making highlight the important role of the National Register in the Section 106 process. The Transportation Research Board (TRB) of the National Academy of Sciences, the Federal Highway Administration (FHWA), and the National Register sponsored "A National Forum on Assessing Historic Significance in Transportation Programs" on May 23-25, 1999, in Washington, DC.[3] This forum brought together over 190 professionals from around the country to identify critical issues in determining the significance of cultural resources within the context of Section 106 and transportation projects. During the forum, working groups examined the barriers to evaluating cultural resource significance and made recommendations on removing these barriers. They also identified the tool(s) needed to improve the resource evaluation process. The working groups were organized around broad categories of resource types: archeological sites, historic architectural resources, rural landscapes, traditional cultural properties, 20th-century resources, etc. After a few days of deliberation, the working groups made the following recommendations:

- Improved forms of communication among historic preservation professionals are needed, such as Internet web sites. Information about historic properties should be made available online.

Once thematic covers are digitized, they will be linked to all of the property entries in the NRIS, as well as the index of multiple property submissions, and downloadable as PDF documents. PDF files are widely used over the Web, and users simply need Adobe Acrobat Reader, which can be downloaded for free from the Web, to access them. By spring 2002, the Register projects that approximately 1,700 historic contexts will be digitized. The next phase of the project will be the digitization of individual nomination forms, most probably those associated with the thematic covers.

With 3,400 user sessions recorded on the NRIS each week and approximately 194,000 pages of National Register documentation copied and distributed to the public each year, there is a clear demand for full-text versions of National Register thematic covers and nominations. By providing this information through the Web, the National Register hopes to assist agencies in identifying and evaluating cultural resources for planning projects and registration, and increase the public's awareness of the role historic places play in preserving America's heritage.

Sarah Dillard Pope is a historian with the National Register of Historic Places, National Park Service, Washington, DC. She is a guest editor of this issue of CRM.

Rustin Quaide and Heather Cushman are National Conference of State Historic Preservation Officers (NCSHPO) historians assigned to the National Register program, National Park Service, Washington, DC.

Terry H. Klein is Assistant Executive Director of the SRI Foundation, Rio Rancho, New Mexico.

- Existing historic context documentation should be placed online, including the National Register web site. The National Park Service should be encouraged to develop more complete and user-friendly search capabilities for the National Register database through the National Register Information System (NRIS).
- Historic property and cultural resource information, including historic contexts need to be more accessible through the use of databases and other information technology to assist in decision making. Improved access to National Register multiple property documentation should be available online.

The forum participants expressed a unanimous frustration about how resource significance decision making is currently undertaken. The participants felt that they often lacked the tools and comprehensive information needed to make defensible decisions on the significance of cultural resources. In particular, they identified a nationwide lack of easily and quickly accessible historic context documentation.

In November 2000, TRB's National Cooperative Highway Research Program (NCHRP) contracted with URS Corporation (URS) to evaluate how information technology is used nationwide for evaluating the significance of cultural resources. This evaluation was done through a literature review, followed by a national survey of cultural resource practitioners, including SHPOs and state Departments of Transportation (DOTs). The results of this study are forthcoming.

The NCHRP survey examined current practices involving cultural resource significance decision making, and asked the survey participants about possible mechanisms to improve the processes. The content of the survey instrument was based in part on three regional focus group meetings with SHPO, DOT, Tribal Historic Preservation Offices, and federal agency staff. During the focus group sessions, the participants answered questions on a draft survey, discussed the utility of the questions posed, and made recommendations on the content of the questions to be included in the final survey form to be distributed nationwide. One of many issues raised by the participants of these focus groups was the lack of ready access to the large number of valuable contexts that exist within the National Register's listings, particularly those contained in multiple property submissions.

Over 65% of the nation's SHPOs and state DOTs have responded to the NCHRP survey. The survey showed that the majority of SHPOs and DOT cultural resource staff saw historic contexts and computerized cultural resource inventories as useful tools for evaluating the significance of resources. Based on the survey results, the NCHRP study proposed a range of information technology options that would improve the nationwide use of these tools, including scanning and digitizing all of the National Register's listings and making the listings available through the Internet.

The results of these national forums and surveys clearly demonstrate the important role of the National Register in the Section 106 process. There is a desperate, nationwide need for usable historic contexts, and the National Register documentation can be one source to help meet this need. For example, the significance and evaluation mechanisms included within the registration requirements of multiple property submissions, can provide clear and concise criteria for measuring the significance of similar resource types identified during a Section 106 compliance project.

In response to the demonstrated nationwide need for readily accessible and sound historic context documentation, Sarah Pope's article (see p. 44) describes the project recently underway to begin digitizing this documentation and to make it available online through the National Register's web site. This is a major step forward to improving accessibility to the valuable information contained in this unique national collection for use by the professional cultural resource management community and the public.

Terry H. Klein

Notes

1 Jan Townsend. "Archeology and the National Register," *CRM* 17:2, 1994.

2 National Historic Preservation Act of 1966, as amended, 16 U.S.C. 470f.

3 Transportation Research Board, Federal Highway Administration, and National Park Service. A National Forum on Assessing Historic Significance for Transportation Programs: Key Issues and Recommendations And Participants Information, Washington. D.C., May 23-25, 1999.

Patrick Andrus

Discover our Shared Heritage

The National Park Service's National Register of Historic Places, in partnership with the National Conference of State Historic Preservation Officers (NCSHPO) and a number of public and private partners, Heritage Areas, and communities throughout the country, has developed a series of print and Web travel itineraries called *Discover Our Shared Heritage*. The itineraries help travelers plan trips that link a variety of registered historic places, from national parks, to National Historic Landmarks, to state and locally significant historic places. The tours include national parks in the geographic area covered by each itinerary. The online itineraries are posted on the National Register's web site <www.cr.nps.gov/nr>, which also contains an invitation to and instructions on how communities and organizations can become partners with the National Register in developing additional itineraries in this growing series.

The itineraries include essays providing historic contextual information, interactive maps, a description of each place's significance in history, photographs, information on public accessibility, and links to state historic preservation offices, state tourism bureaus, and local sites which provide additional sources of information. Internet travelers can view the itineraries online and print out copies of the maps, photographs, and property descriptions for visits to sites open to the public.

The Mary McLeod Bethune Council House in Washington, DC, is featured in the itinerary for our Nation's capital. Photo by Jack E. Boucher, HABS.

The itineraries are tours of properties listed in the National Register of Historic Places. The purposes of the program are to promote heritage tourism to further the public's understanding and appreciation of our nation's historic places, to link national parks to related historic sites, and to assist in preserving these irreplaceable historic resources.

Heritage tourism, in which visitors seek a historic or educational experience, is a rapidly expanding sector of the nation's travel industry. A recent survey by the Travel Industry Association of America noted that one-third of U.S. adult travelers, or 65.9 million people, reported taking a trip based on historic or cultural interest in the past year. Heritage tourism is used by communities nationwide to promote visitation and economic development.

The itineraries follow a standard format and each conveys significant amounts of information about history and historic places to the traveling public and people simply interested in history. They include a series of brief essays providing historic contextual information, and if the sponsoring partner chooses, an essay on the role of the sponsor in preserving the area's historic places. The itinerary, *Journey Through Hallowed Ground* (featuring historic places in the Virginia Piedmont), provides essays on the history of the Piedmont, the Civil War experience in the area, and an overview of the efforts by the itinerary's co-sponsor, Scenic America, to preserve the Piedmont. The *Kingston, New York* itinerary includes essays on the history of Dutch colonization, the American Revolution in Kingston, the importance of transportation, and the role of Kingston as a New York Urban Cultural Park. This last essay describes the important partnership between the New York State Office of Parks, Recreation and Historic Preservation and 22 New York communities, and describes the economic development, heritage tourism, and revitalization

programs which are fostered by the urban cultural park concept.

In addition to providing overall historic contextual information, the itineraries include information on each historic place included on the tour. The itineraries emphasize that each historic place has its own interesting story to tell and describes each property's importance in American history, architecture, archeology, engineering, or culture. The documentation for the property write-ups is taken from the National Register registration form for each listed property and is written in a tone for the general visitor. Every property description is accompanied by current color photographs and sometimes historic photographs (if available). At the end of the property write-ups the visitor is informed how to locate the historic place, and is given details on public accessibility, hours of operation, and (where applicable) telephone numbers or addresses of how to find out more about the historic property.

The itineraries make full use of the Internet's capabilities. Each itinerary includes fully interactive maps. The visitors can view the area covered by the itinerary and the geographic relationship between the historic properties, and then plan a tour which meets their traveling needs. With a simple click of the cursor on a dot on the map you are taken to the property write-up with its detailed explanation of the place's importance and guidance on how to locate it. You can then simply click on the "Next" button and move sequentially through all of the historic places. Or you can go to the "List of Sites" page and click on a specific place. At the bottom of each page you can access the historic essays.

An important feature of each itinerary is the "Learn More" section which includes not only a bibliography of books on the history of the area, but also Internet links to web sites maintained by state historic preservation offices, state tourism bureaus, and local sites (such as chambers of commerce) which provide additional sources of information, such as recommendations for hotels and restaurants in the area. From this page the itinerary can link to web pages of any appropriate organization involved in the area's historic preservation, heritage tourism, or overall economic development. These linkages form a two-way traffic pattern for visitors to discover the featured areas. For instance, a visitor to the *Central Vermont* itinerary can move easily to the National Register's web site, to web sites of the central Vermont chambers of commerce, the State Department of Tourism, the State Archives, the State Division of Historic Preservation, the Vermont Historical Society, the Vermont Heritage Network, the Green Mountain Club, the Vermont Archeological Society, the Historic Preservation Program of the University of Vermont, and other Internet sites.

To date, there are 20 itineraries online, providing information on nearly 900 historic properties. The National Register's web site Travel page (which includes all of the itineraries) receives approximately 375,000 hits (about 25,000 visitors) per week (or over 19.5 million hits by over 1,274,000 visitors yearly); and these numbers are steadily increasing. The available online itineraries are both geographic and historic theme-based. As part of the Department of the Interior's strategy to help revitalize urban areas by promoting public awareness of history and encouraging tourists to visit historic urban areas, the series includes tours of historic properties in Baltimore, Chicago, Detroit, Seattle, Charleston, South Carolina, and Washington, DC. An itinerary of historic places in Atlanta, Georgia, is currently being prepared by Georgia State University graduate school student Yen M. Tang. Itineraries are also available for the smaller communities of Kingston, New York; Pipestone, Minnesota; Cumberland, Maryland; the Amana Colonies, Iowa; and Ashland, Oregon. Regional itineraries include Central Vermont, the Virginia Piedmont, along the Georgia-Florida Coast, the Delaware and Lehigh National Heritage Corridor, and Southeastern Louisiana. Itineraries of places grouped by historic themes include sites associated with the Underground Railroad, properties related to Women's History in Massachusetts and New York, and places important in the Civil Rights Movement.

We encourage the public to log onto the National Register's web page, tour the itineraries, and consider proposing an itinerary to be included in this partnership program which fosters community pride, engenders a preservation ethic, helps communities use heritage tourism for economic development, encourages and stimulates efforts to preserve historic places, and illustrates our shared history and culture.

Patrick Andrus is a historian with the National Register of Historic Places, National Park Service, and the manager for Discover Our Shared Heritage.

Beth M. Boland

Placing Students in the Past to Understand the Present

The spirit and direction of the Nation are founded upon and reflected in its historic heritage.[1]

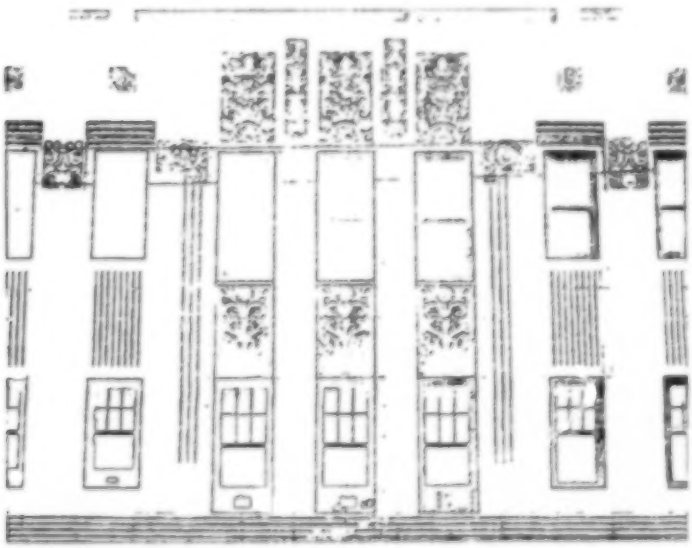
This was the first principle put forth by the 1966 National Historic Preservation Act in authorizing the federal government to "expand and maintain a National Register of Historic Places." As part of the National Register's ongoing endeavor to show how historic places "give a sense of orientation to the American people," the Teaching with Historic Places program (TwHP) reaches out to an underserved audience of Americans: classroom teachers and their students.

TwHP promotes places listed in the National Register as tools for enhancing traditional instruction of academic subjects, especially from upper-elementary through high school. More than 100 lesson plans engage students in active learning from historic places. Field studies hone observation skills, modeling a technique to read history in the places around us. Additional workshops, publications, and guidance explain how to write a TwHP lesson plan and how educators, historians, and preservationists can work cooperatively. Much of this information, including more than 80 lesson plans, is available on the Web at <www.cr.nps.gov/nr/twhp>.

Because teachers cannot always take field trips, TwHP began with the concept of bringing places into the classroom. The lesson plans developed to demonstrate how this can be done remain the cornestone of the TwHP program. From the beginning, educators advised us that materials must relate to the curriculum, and this has become even more essential in an era of state and national education standards. Fortunately, historic places further the learning of both subject matter content and thinking skills, and help teachers meet standards in history, social studies, geography, and other subjects.[2]

As a national program, TwHP looks at national standards, but state standards echo the same major themes. For example, Standard 2, Era 6, United States History Standards for Grades 5-12, expects students to master "massive immigration after 1870 and how new social patterns, conflicts, and ideas of national unity developed amid growing cultural diversity."[3] Virginia's standards for United States History, Grade Six (1877 to the Present), Standard 6.1 asks students to explain "why various immigrant groups came to America, some of the obstacles they faced, and the important contributions they made."[4] *Locke and Walnut Grove: Havens for Early Asian Immigrants in California* and *Ybor City: Cigar Capital of the World* are just two TwHP lessons addressing this issue.

Many TwHP lessons offer an unexpected or in-depth perspective on customary topics. In the *Locke* lesson, students learn about Asians in small agricultural communities, rather than big cities for which information is more readily available. Textbooks include famous women's rights advocates, but *The M'Clintock House* lesson presents the role of a little-known activist's family in the 1848 Seneca Falls convention. Civil War instruction often concentrates on political objectives and military outcomes, but *The Battle of Prairie Grove* lesson recounts the experiences of local children. The lesson on *The Battle of Honey Springs* trans-



In a lesson plan, students are asked questions such as, "How would a newspaper building designed in the latest style help local black businesses?" Chicago Bee Building, Chicago, Illinois. Photo by the author.

ports students away from the more familiar eastern theater to examine how the contentious issues resulting in civil war played out in Indian Territory.

TwHP lessons engage students in doing investigative work of historians, adding to the appeal of the stories. Students examine maps to discover the extensive trade routes of North Dakota's Hidatsa and Mandan Indians (*Knife River*), to appreciate the isolation and harsh living conditions of the California desert (*Keys Ranch*), or to evaluate challenges in choosing or building transportation routes (*Gold Fever!* and *Allegheny Portage*). Narrative readings, personal accounts, census records, charts, historic photographs, and other documents are all accompanied by questions requiring students to absorb facts, analyze and synthesize data, form and test hypotheses, and draw conclusions.

Real places lift history off the pages of books and into the real world. Through places, teachers and students discover the connections between local events and people and broad national themes. These connections may involve local events that gained national fame, such as the Dred Scott case at *The Old Courthouse in St. Louis*, or the influence of widespread movements, such as the establishment of *Carnegie Libraries*, on local communities. Each and every TwHP lesson plan includes at least one activity requiring research in students' own hometowns for events, people, and places related to the lesson's central idea. After learning about the heroes of *Little Kinnakeet Lifesaving Station* in North Carolina, a class visits a local fire station or other rescue organization to explore its history and interview members. Teams research local businesses after examining the careers of *Two American Entrepreneurs: Madam C.J. Walker and J.C. Penney*.

Feedback indicates that our efforts to serve teachers effectively, and to generate enthusiasm for historic places, are successful. A typical email from an elementary school teacher last summer stated, "I have been struggling all summer trying to find a way I could make U.S. history come alive for myself as well as my students. I believe your web site has done this for me." Requests for TwHP materials for teacher training and as models for more closely integrating history and education programs come from around the nation and the world.[5]

Historic places form the common ground on which educators, historians, and preservationists can meet to work toward common goals. The National Center for History in the Schools echoes the philosophy of the National Historic Preservation Act: "Without history, a society has no common memory of where it has been, what its core values are, or what decisions of the past account for present circumstances."[6] The TwHP lesson on *Chicago's Black Metropolis* illustrates how places convey both historical information and also the need to preserve authentic remnants from our history. In this lesson, students examine National Register records and other documents not only to investigate the early-20th-century Great Migration of African Americans from the South to northern cities, but also to reconstruct the process by which a place acquires historical meaning and significance to a community or society.

Notes

1 National Historic Preservation Act of 1966, P.L. 89-665, 16 U.S.C. 470.

2 For detailed information on national standards for these subjects, refer to *National Standards for History: Basic Edition* (National Center for History in the Schools, University of California, Los Angeles, 1996); *Expectations of Excellence: Curriculum Standards for Social Studies* (Bulletin 89, National Council for the Social Studies, Washington, DC, 1994); and *Geography for Life: National Geography Standards* (Geography Education Standards Project, National Geographic Research and Exploration, Washington, DC, 1994).

3 National Center for History in the Schools, *National Standards for History: Basic Edition* (Los Angeles, University of California, 1996), 106.

4 Virginia Board of Education, Division of Instruction, *Standards of Learning: Instruction, Training, and Assessment Resources*. History and Social Science Standards of Learning <http://www.pen.k12.va.us/go/Sols/history.html#GradeSix>.

5 For more information on how others have applied TwHP, see "Creative Teaching with Historic Places," *CRM* 23:8 (U.S. Department of the Interior, National Park Service, Washington, DC, 2000). This issue, like others, is also available online at <http://www.cr.nps.gov/crm>.

6 National Center for History in the Schools, 41.

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The National Register encourages citizens, public agencies, and private organizations to recognize and use the places of our past to create livable and visible communities for the future.

The preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans (excerpt, National Historic Preservation Act of 1966).

Photo of Charleston Old and Historic District, Charleston, South Carolina by Jack E. Boucher, HABS.

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